



**Agenda**  
**LEC EXPANSION COMMITTEE**  
**December 9th, 2019: 1:30pm**  
**Board of Supervisors**  
**Conference Room**

1. Review & Discuss possible County/ City Joint venture specifics
2. Review Bond Issue Dates & Deadlines
3. Review Bond Ammortization Approaches
4. Questions/ Answers

## **Minutes of the LEC Expansion Committee meeting**

December 9th, 2019 at 1:30 PM at the Board of Supervisors Conference Room.

Attendees of the meeting were:

Keith Radig  
Matthew Ung  
Joshua Widman  
Dennis Butler  
Tony Wingert  
Todd Harlow  
Kenny Schmitz  
Larry Goldberg  
Nate Summers

Schmitz called the meeting to order at 1:30 pm

Schmitz apologized for the short meeting notice (less than 1-week) explaining that events are now transpiring very quickly & the importance for all parties involved to excersize availability when necessary.

Butler provided the group a specific timeline of benchmark dates that must be reached in order for an LEC project to move forward to meet the March 3<sup>rd</sup> bond date & stated that time is very limited.

Radig explained the elements of the possibility of a joint "Authority" formation County/ City venture and the specific items that would be drafted as part of a Memorandum of Understanding that parties may agree upon. Both City & the County would need to present to perspective Council or Board members for information & approvals.

Goldberg discussed drafting a letter to the LEC Committee to summarize the aspects of a joint project which is to then be provided to the Board of Supervisors.

Summers provided two bond structuring summaries for consideration by the County & noted that the summaries are based on a "AA" bond rate.



Kenny Schmitz | Director Building Services  
401 8<sup>th</sup> St, Sioux City Iowa 51101  
Office: 712-279-6539  
[kschmitz@woodburycountyiowa.gov](mailto:kschmitz@woodburycountyiowa.gov)

July 2019

## **Law Enforcement Center Report**

The LEC Expansion Committee formed in 2015 over the past 4-1/2 years have conducted Architectural and Engineering studies to develop a plan to address inmate population, State Corrections mandates, and escalating costs of an aged deteriorating facility which was built on the site of a gas station.

The LEC Expansion Committee & LEC Citizens advisory group in July 2019 recommended that the Woodbury County Board of Supervisors strongly consider the replacement of the current LEC.

**Designed for 90 inmates** in 1987 and expanded twice by double bunking cells the current capacity is 234. Original HVAC systems have surpassed life expectancy & housing/ operations far exceed systems design capabilities. **HVAC replacement costs** cross a threshold of **\$5.8 million** & **will have waste in terms of inmate transportation (\$2.7 million) and relocation costs** when HVAC replacements necessitate an unoccupied jail for approximately 3 months.

**Public Safety and quality of life concerns are alarming.** Given the hard decisions of our legal system with a jail operating at often full capacity authorities are meeting weekly to determine which inmates will receive early release due to jail over-crowding.

The favorability of a facility 20 year note with a building capacity allowing revenue from other counties, or federal prisoners may have the potential to pay for itself while mitigating **inevitable cost** that **will come with a looming emergency issue.**

### **Identified Costs:**

*Replacing/ Repair Current LEC HVAC Systems* = **\$5.8 million**

Does not address equipment currently under-sized or any other issues

*Upgrade Current Facility / Deficiencies & Mandates* = **\$22.7 million**

Addresses HVAC, Classification, Medical requirements

Does not address inmate over-population, booking, or other building issues

*Upgrade / Expand Current Facility* = **\$40.5 million**

Addresses inmate population short term – additional 55 beds

Addresses HVAC, Medical, Classification, Booking

Does not address any other building CIP issues

*Replacement Facility* = **\$49.5 million**

Addresses all current & future needs

**\*NOTE: All costs exceed Woodbury County \$1.2 million bonding threshold**



### **Background**

2019 (July 23) – LEC Committee & Citizens Advisory group present information to Board of Supervisors recommending a new facility rather than repairing or upgrading current facility.

2019 (June) – LEC Committee & Citizens Advisory Group meet. Discuss current facility expenses vs new facility expenses, new facility concepts and size, recommendation prepared for Board of Supervisors.

2019 (April 26th & May 1st) - LEC Committee conducts two joint meetings with Citizens Advisory Groups. Advisory Groups are provided LEC background information and studies results. LEC facility walking tours were conducted.

2019 (March) – LEC Committee approves formation of the “Citizens Advisory Group” and members are contacted. Annual LEC State Inspection is completed & State Inspector voices to Sheriff’s Office Recreational area non-compliance. Committee discusses an Architectural contract.

2019 (February) – GGA provides projections related to a new facility. Building Services provides Mechanical systems failures at the LEC. January (boiler tube failure \$11.7K) and February (chiller compressor failure \$25K).

2019 (January) – GGA provides the LEC committee information on HVAC systems repairs, replacements and costs. LEC Committee discusses options and possibility of a Citizens Advisory Committee.

2018 (November) - GGA discusses with Building Services Department excessive costs associated with relocations which are later identified in the HVAC equipment replacement plans. Building Services couples GGA’s HVAC and relocation cost estimates with the Building Services LEC 20- year (\$22.7M) CIP projected costs and quickly realizes staggering figures may necessitate other County options. GGA agrees to provide alternatives.

2018 (October) – Building Services Department completes draft “Woodbury County Buildings 20-Year CIP Budget Plan”.

2018 (September) – GGA authorized to identify how LEC systems repairs or replacements will impact areas of the facility identified by RCE study and to define a path forward with the least impact to operations and costs.

2018 (July) – RCE Study – report completed however RCE recommends that GGA should be allowed to ascertain the implications associated with interruptions of heating, cooling, and ventilating to areas served that will likely be impacted for weeks to months durations while repairs or replacements are being conducted. Areas of concern are inmate detention, court rooms, Judge chambers, & Sheriff’s Offices. GGA’s previous study was limited to the detention portion of the building & did not include costs associated to relocations.

2018 (March) - Resource Consulting Engineers (RCE) authorized to provide a “Mechanical Systems Engineering Study”

2017 (February) – GGA provides LEC Committee a summation. LEC Facility Analysis & Optimization Plan which categorizes a series of 12 projects spanning 5-years. Projects included Intake, Booking, Classification, Medical Examination, Staff Medical Area, Inmate segregation, PREA, Evidence storage, Inmate property storage, Security controls, and Safety. The projects estimated at \$7M. Several Plans including “Intake Project” were thoroughly vetted. GGA cautions that construction costs continue to rise at a 7.5% annual rate. Building Services Department concern is that detention renovations do not address other ageing facility problems- Structural, Life-Safety Systems, Roof, or CIP needs outlined in the Building Services Department 20-year CIP Budget Plan. Recommends a qualified Engineer assess the Mechanical Systems of the facility.

2016 (September) – Board of Supervisors authorizes CMBA and GGA to study a “Master Plan” of detention areas- space use, operations, compliances, and inadequacies of the LEC detention areas later identified as “The LEC Facility Optimization Plan”. The LEC committee is charged with establishing ways to retrofit the existing facility in lieu of constructing a new detention facility. The plan is to include short (1-3 year), medium (3-5 year), and long (6-10 year) projects to forecast capital improvements and costs. One of the goals is to bring the current facility into PREA compliance to avoid possible Board legal ramifications that were experienced by others.

2016 (August) – Prairie Hills location shuttered due to deterioration, operating costs, & increasing maintenance issues. Operating costs of \$116,500 per year on track to exceed \$1.2M in 10 years. Repairs and renovations to bring the facility into code compliance projected at \$8M. Week-end inmate release programs, detention inmate food preparation (Kitchen), and Sheriff Department Training operations were subjects of areas that required relocations.

2016 (May) – CMBA/ GGA provides the Committee, and Board of Supervisors feasibility concerns related to a 3<sup>rd</sup> floor expansion project, an LEC over-view encompassing concerns, and other building priorities. On May 11<sup>th</sup> the Board of Supervisors authorized CMBA to redirect focus from the 3<sup>rd</sup> floor to other areas of the facility where expansion may be possible.

2016 (March) – CMBA/ GGA conducts study toward a possible “LEC Expansion 3<sup>rd</sup> Floor Project” as a solution to address State mandated deficiencies, & inmate population housing problems by adding an additional cell block on 3<sup>rd</sup> floor.

2016 (January) – The LEC Committee conducts an RFQ process to identify Architectural firms to provide professional assistance. On February 10<sup>th</sup> three parties were interviewed and a recommendation was made by the committee. On February 16<sup>th</sup> the partnership of local firm Cannon, Moss, Brygger Architects (CMBA) and detention specialists Goldberg Group Architects (GGA) were approved by the Board of Supervisors to assist the County.

2015 – LEC Expansion Committee is formed to evaluate the LEC building, address detention deficiencies, compliance short-falls, capital improvement projects, operation costs, and provide Woodbury County a road-map into the future.



# LEC HISTORY

- Constructed- 1985/ 1986
- Designed Inmate Housing – 90 Beds
- Expanded (Twice) 1999 & 2006 by Double Bunking Cells – 234 Beds
- Current Day Average Inmate Population – 234
- Daily Operations, Detention Housing Capacity, & Systems Load Exceed Capabilities of the Facility
- Rapidly Escalating Repair Costs & Staggering CIP Projections

# Benzene Remediation

Expensed as of February 2019: \$862,379.00





LEC HVAC REPLACEMENT PROJECT (equipment replacement only)- STANDARD VS ACCELERATED CONSTRUCTION PROJECT SCHEDULES										
Project:	Woodbury County LEC 4/14/2019									
Project Designation	Project Description	Units	Unit Cost	Duration		FY2021 "Standard" Construction		FY2021 "Accelerated" Construction		
AHU-1	HVAC unit replacement and ductwork modifications	45,000	\$34.00	90	Days		\$1,530,000.00			
	HVAC unit replacement and ductwork modifications	45,000	\$46.94	30	Days			\$2,112,500.00		
	Construction Costs						\$1,530,000.00		\$2,112,500.00	
	Inmate Relocation / Transportation Costs	30	\$68.50	120	Days		\$277,079.76			
	Inmate Relocation / Transportation Costs	30	\$68.50	40	Days			\$92,359.92		
	Temp. Relocate Courts	8,846	\$0.25	90	Days		\$223,635.73			
	Temp. Relocate Courts	8,846	\$0.25	30	Days			\$74,545.24		
						TOTAL	\$2,030,715.49	\$2,279,405.16		
AHU-2	HVAC unit replacement and ductwork modifications	6,672	\$32.00	60	Days		\$213,504.00			
	HVAC unit replacement and ductwork modifications	6,672	\$47.49	30	Days			\$316,880.00		
	Construction Costs						\$213,504.00		\$316,880.00	
	Inmate Relocation / Transportation Costs	84	\$68.50	160	Days		\$1,034,421.10			
	Inmate Relocation / Transportation Costs	84	\$68.50	80	Days			\$517,215.55		
						TOTAL	\$1,247,925.10	\$834,095.55		
AHU-3	HVAC unit replacement and ductwork modifications	7,142	\$32.00	60	Days		\$228,544.00			
	HVAC unit replacement and ductwork modifications	7,142	\$47.00	30	Days			\$335,680.00		
	Construction Costs						\$228,544.00		\$335,680.00	
	Inmate Relocation / Transportation Costs	96	\$68.50	160	Days		\$1,182,206.98			
	Inmate Relocation / Transportation Costs	96	\$68.50	80	Days			\$591,103.49		
						TOTAL	\$1,410,750.98	\$926,783.49		
AHU-4	HVAC unit replacement and ductwork modifications	10,202	\$25.00	60	Days		\$255,050.00			
	HVAC unit replacement and ductwork modifications	10,202	\$36.15	30	Days			\$368,812.50		
	Construction Costs						\$255,050.00		\$368,812.50	
	Inmate Relocation / Transportation Costs	20	\$68.50	160	Days		\$246,293.12			
	Inmate Relocation / Transportation Costs	20	\$68.50	80	Days			\$123,146.56		
						TOTAL	\$501,343.12	\$491,959.06		
AHU-5	HVAC unit replacement cost	2,424	\$33.00	60	Days		\$79,992.00			
	HVAC unit replacement cost	2,424	\$61.88	30	Days			\$149,990.00		
	Construction Costs						\$79,992.00		\$149,990.00	
						TOTAL	\$79,992.00	\$149,990.00		
Chiller	Replace existing chiller	1		90	Days		\$357,000.00	\$357,000.00		
Boiler	Replace existing boilers	1		90	Days		\$227,000.00	\$227,000.00		
						TOTAL	\$584,000.00	\$584,000.00		
				GRAND TOTAL			\$5,854,726.69	\$5,266,233.26		
"Standard" Construction Project Schedule is based on a normal Contractor's 40-Hour work week. "Accelerated" Construction Project Schedule assumes multiple-trades on a 24/7 around the clock work schedule until Project Completion.										"Standard" Relocations Only \$2,717,344
Estimates include construction, inmate & Courts relocations/ transportation costs for standard and accelerated project installatioin schedules.										
Estimates exclude design fees, modifying existing spaces, walls, or footprints to accommodate new equipment, alterations, change orders during installation, new equipment storage prior to install, or contractor parking costs.										"Accelerated" Relocations Only
Boilers & Chiller replacement schedules were not accelerated- it is anticipated that these components could be installed in a manner that minimizes inconvenience to occupants if timed appropriately.										\$1,398,371



## LAW ENFORCEMENT CENTER COSTS

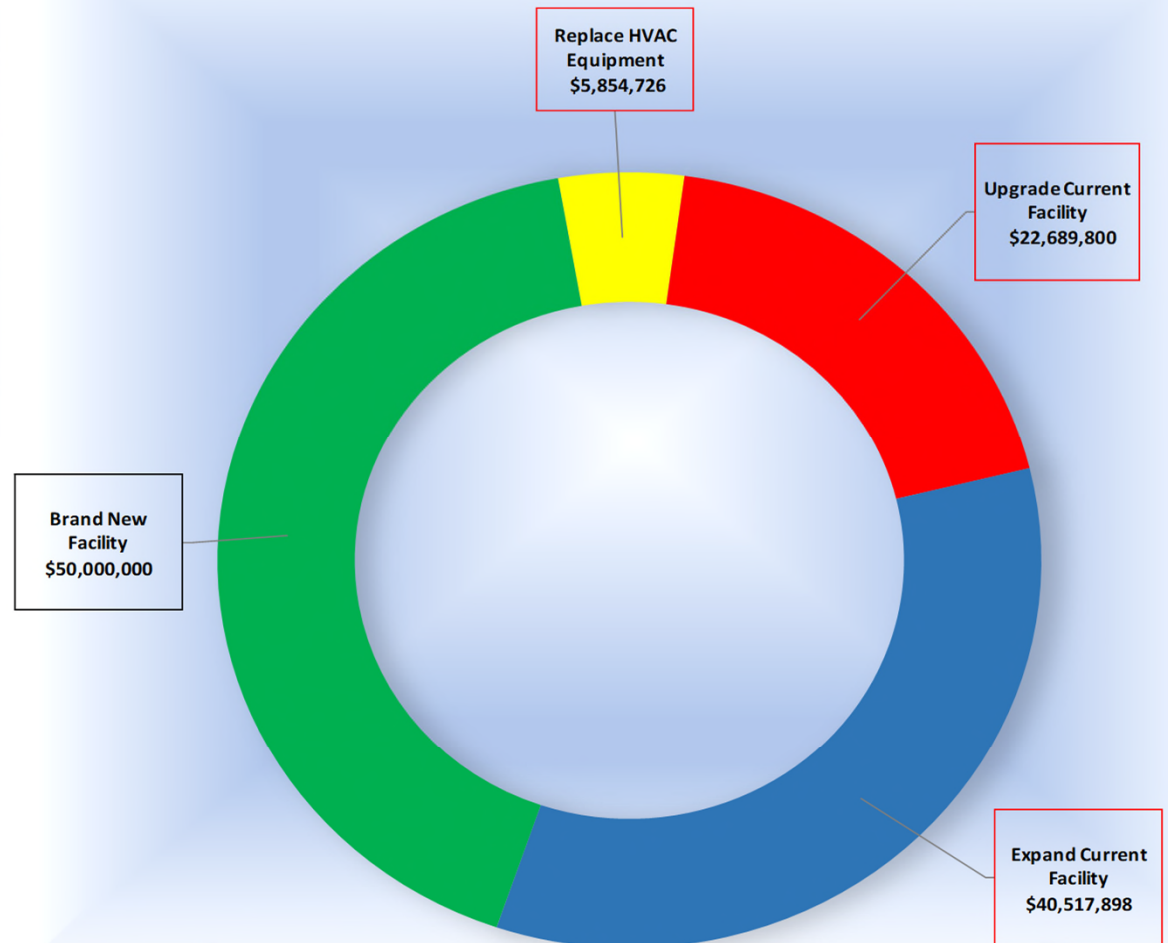
### Current Facility

<b>HVAC Only: Like Size Replacments of AHU's, Boilers, Chiller</b>	<b>\$5,854,726</b>
Hvac like size replacements only; does not address any other items	
<b>Upgrade: HVAC, Medical Area, Classification</b>	<b>\$22,689,800</b>
Does not address inmate over-population Issue	
<b>Expansion: +55 Beds, HVAC, Medical, Classification, Booking</b>	<b>\$40,517,898</b>
Does not address all facility CIP problems	

### Brand New Facility

<b>Brand New Law Enforcement Center</b>	<b>\$50,000,000</b>
400-500 bed facility - cost estimate \$49.5 million + property (land) cost	

## LAW ENFORCEMENT CENTER





## **LEC EXPANSION COMMITTEE REPORT**

2019

### **The LEC Expansion Committee & Citizens Advisory Groups LEC Recommendation To Woodbury County Board of Supervisors**

*"The LEC Committee & Citizens Advisory Group recommend a new LEC 400-500 bed facility with the potential for two future expansion pods (24 beds each) and courtrooms estimated at approximately \$50 million given our following concerns"*

1. A current facility designed for 90 in 1987 with a current capacity of 234 whose HVAC needs at minimum cross a threshold of \$5.8 million and will have waste in terms of transportation costs when replacement necessitates an unoccupied jail for approximately 3 months.
2. Public safety and quality of life concerns given hard decisions of our legal system with a jail operating at often full capacity.
3. The favorability of a 20 year note with building capacity for revenue from federal prisoners, ICE, and other counties which has the potential to pay for itself while mitigating inevitable cost that will come with a looming emergency issue.

### **Synopsis**

Law Enforcement Center- Constructed 1985

Designed Inmate housing- 90

Facility has reached or exceeded a detention buildings life expectancy

Inmate housing expanded (1999/2006 State grants requests to double-bunk beds in cells)- to 234

Current Inmate Daily Population Average- 242

Detention operations and inmate housing exceed capabilities of the facility

Aging facility repair/ CIP costs projected to reach \$20M do not reflect fiscal responsibility

### **Architectural & Engineering Study Results**

Detention Operations/ Deficiencies;

Current daily housing average 234 inmates (variable).

Female population averages 40 daily – currently there are 8 cells/ 1 day-room

Facility not PREA compliant

Inadequate inmate segregation for Maximum, Minimum

Lack of adequate medical/isolation spaces (1 medical cell)

Lacks mandated inmate recreation area

Inadequate criminal evidence storage area

Inadequate inmate property storage space

Security electronics systems are dated, & housed within a master control area

Security Officer Safety

Building Operations/ Deficiencies;

Reference Building Services LEC 20-Year CIP Budget Plan

All HVAC Systems have reached or exceeded life expectancy

Detention doors/ frames and electronics failure

Emergency Generator does not meet current code compliance

## **Background**

2019 (June) – LEC Committee & Citizens Advisory Group meet. Discuss current facility expenses vs new facility expenses, new facility concepts and size, recommendation to Board of Supervisors.

2019 (April 26th & May 1st) - LEC Committee conducts two joint meetings with Citizens Advisory Groups. Advisory Groups are provided LEC background information and studies results. LEC facility walking tours were conducted.

2019 (March) – LEC Committee approves formation of the “Citizens Advisory Group” and members are contacted. Annual LEC State Inspection is completed & State Inspector voices to Sheriff’s Office Recreational area non-compliance. Committee discusses an Architectural contract.

2019 (February) – GGA provides projections related to a new facility. Building Services provides Mechanical systems failures at the LEC. January (boiler tube failure \$11.7K) and February (chiller compressor failure \$25K).

2019 (January) – GGA provides the LEC committee information on HVAC systems repairs, replacements and costs. LEC Committee discusses options and possibility of a Citizens Advisory Committee.

2018 (November) - GGA discusses with Building Services Department excessive costs associated with relocations which are later identified in the HVAC equipment replacement plans. Building Services couples GGA’s HVAC and relocation cost estimates with the Building Services LEC 20- year (\$22.7M) CIP projected costs and quickly realizes staggering figures may necessitate other County options. GGA agrees to provide alternatives.

2018 (October) – Building Services Department completes draft “Woodbury County Buildings 20-Year CIP Budget Plan”.

2018 (September) – GGA authorized to identify how LEC systems repairs or replacements will impact areas of the facility identified by RCE study and to define a path forward with the least impact to operations and costs.

2018 (July) – RCE Study – report completed however RCE recommends that GGA should be allowed to ascertain the implications associated with interruptions of heating, cooling, and ventilating to areas served that will likely be impacted for weeks to months durations while repairs or replacements are being conducted. Areas of concern are inmate detention, court rooms, Judge chambers, & Sheriff’s Offices. GGA’s previous study was limited to the detention portion of the building & did not include costs associated to relocations.

2018 (March) - Resource Consulting Engineers (RCE) authorized to provide a “Mechanical Systems Engineering Study”

2017 (February) – GGA provides LEC Committee a summation. LEC Facility Analysis & Optimization Plan which categorizes a series of 12 projects spanning 5-years. Projects included Intake, Booking, Classification, Medical Examination, Staff Medical Area, Inmate segregation, PREA, Evidence storage, Inmate property storage, Security controls, and Safety. The projects estimated at \$7M. Several Plans including “Intake Project” were thoroughly vetted. GGA cautions that construction costs continue to rise at a 7.5% annual rate. Building Services Department concern is that detention renovations do not address other ageing facility problems- Structural, Life-Safety Systems, Roof, or CIP needs outlined in the Building Services Department 20-year CIP Budget Plan. Recommends a qualified Engineer assess the Mechanical Systems of the facility.

2016 (September) – Board of Supervisors authorizes CMBA and GGA to study a “Master Plan” of detention areas- space use, operations, compliances, and inadequacies of the LEC detention areas later identified as “The LEC Facility Optimization Plan”. The LEC committee is charged with establishing ways to retrofit the existing facility in lieu of constructing a new detention facility. The plan is to include short (1-3 year), medium (3-5 year), and long (6-10 year) projects to forecast capital improvements and costs. One of the goals is to bring the current facility into PREA compliance to avoid possible Board legal ramifications that were experienced by others.

2016 (August) – Prairie Hills location shuttered due to deterioration, operating costs, & increasing maintenance issues. Operating costs of \$116,500 per year on track to exceed \$1.2M in 10 years. Repairs and renovations to bring the facility into code compliance projected at \$8M. Week-end inmate release programs, detention inmate food preparation (Kitchen), and Sheriff Department Training operations were subjects of areas that required relocations.

2016 (May) – CMBA/ GGA provides the Committee, and Board of Supervisors feasibility concerns related to a 3<sup>rd</sup> floor expansion project, an LEC over-view encompassing concerns, and other building priorities. On May 11<sup>th</sup> the Board of Supervisors authorized CMBA to redirect focus from the 3<sup>rd</sup> floor to other areas of the facility where expansion may be possible.

2016 (March) – CMBA/ GGA conducts study toward a possible “LEC Expansion 3<sup>rd</sup> Floor Project” as a solution to address State mandated deficiencies, & inmate population housing problems by adding an additional cell block on 3<sup>rd</sup> floor.

2016 (January) – The LEC Committee conducts an RFQ process to identify Architectural firms to provide professional assistance. On February 10<sup>th</sup> three parties were interviewed and a recommendation was made by the committee. On February 16<sup>th</sup> the partnership of local firm Cannon, Moss, Brygger Architects (CMBA) and detention specialists Goldberg Group Architects (GGA) were approved by the Board of Supervisors to assist the County.

2015 – LEC Expansion Committee is formed to evaluate the LEC building, address detention deficiencies, compliance short-falls, capital improvement projects, operation costs, and provide Woodbury County a road-map into the future.



## **LEC EXPANSION COMMITTEE / CITIZENS ADVISORY GROUP MEETING**

### **AGENDA**

**June 27th, 2019: 3:00 pm – 4:00 pm**

**LEC Conference Room**

1. Approval of Meeting Minutes April 26<sup>th</sup>, 2019 & May 1<sup>st</sup>, 2019
2. April 26<sup>th</sup>, May 1<sup>st</sup> Citizens Advisory Group meeting- response to questions
3. Powerpoint- Expense, revenues, new general facility 448 bed concept
4. Goldberg Group Architects Work Package Contract submission
5. Recommendation to Board of Supervisors
6. Questions/ Answers

Meeting Minutes of the joint LEC Expansion Committee & Citizens Advisory Group –  
June 27, 2019 3:00 PM Woodbury County Law Enforcement Center Conference Room.  
Notice of this meeting was given.

Attendees:

Dave Amick  
Dave Drew  
Jeremy Taylor  
Joshua Widman  
Kenny Schmitz  
Leesa McNeil  
Matthew Ung  
Monique Scarlett  
Pete Groetken  
Ryan Chytka  
Todd Hensley  
Todd Wieck  
Tony Wingert

Schmitz called the meeting to order at 3:00 PM.

Motion by McNeil to approve meeting minutes from April 26<sup>th</sup> and May 1<sup>st</sup> meetings. Second by Scarlett. Meeting minutes unanimously approved.

Schmitz discussed and reviewed un-answered questions from previous meetings:

1. General Inmate population projections of 391-460 by 2040 calculated by Goldberg Group based on benchmarks for population trends. GGA earlier noted these numbers would be specified in greater detail as part of a normal work package contract.
2. Inmate daily costs were discussed. Costs such as building maintenance/operations, or CIP projects to be fair were not included. Revenue and federal inmate revenues discussed. Comparison between current building and new building discussed, including utility energy savings and staff reductions with new building of similar size.

Taylor stated that although it looks like we are losing money by housing federal inmates in current facility the cost per inmate decreases if the number of inmates increases while maintaining or reducing staff levels – which could be the case in a new facility.

3. Cost of a new facility of 400-448 beds is \$49.5M excluding land purchase based on Goldberg Group Architects general estimate.

Taylor stated 400 beds was a compromise reached by the committee/ advisory group after much discussion. A recently completed \$35.8M Saginaw County 511 bed example provided by Goldberg Group was a different design that did not include areas for courts, Judges, and offices.

Schmitz stated that Goldberg Group Architects thought it worth repeating that building costs are currently escalating at an alarming 10% -12% rate annually. Material costs (7.4%) and labor shortages are the contributing factors. A 6-month project delay may cause the county to incur \$3M in additional costs. One good note however is that bond rates remain low.

4. Joint facility with Sioux City discussed. Ahlers Cooney (bonding attorney) indicated a joint venture could be completed per Iowa Chapter 346 that is designed to take advantage of combined County/ City synergies. A bond issue toward a joint facility requires 50% public approval versus a stand-alone 60% approval.

Ung asked Groetken for insight from city council meeting.

Groetken stated there has been discussion of possibly including ASAP, vehicle storage, fire department/ambulance assets, or other possibilities at a new facility. There are concerns with the distance of the new facility from the city. He also stated Sgt. Bluff might be interested in a joint venture as well.

Drew stated most new jails are being built on the outskirts of towns & that the Advisory Group stated earlier it did not want a new facility in downtown. He also mentioned the possibility of stationing an ambulance at the new facility.

Schmitz stated that a joint venture would require 24/7 occupancy, but there are no size requirements for each entity. County could use 99.5% of facility and Sioux City could use .5%. There was earlier discussion toward possibility of Sioux City providing land for new facility as part of the cost sharing/ payment.

5. Goldberg Group has provided the county a contract containing 4 Work Packages. Schmitz stated Goldberg Group has been answering questions and providing information at no cost for months. To continue with this process, the Work Packages will provide an accurate path forward.

McNeil asked if it is a requirement to bid out the work package.

Taylor stated that during the initial county renovation projects, CMBA Architects was selected/ approved through a county RFP vetting process. CMBA partnered with Goldberg Group Architects for detention projects.

Schmitz stated he has since been dealing directly with Goldberg Group on detention items.

McNeil moved to approve Goldberg Group Work Package. Second by Drew. Taylor and Ung abstained. Goldberg Group Work package unanimously approved.

Ung stated we need specifics on joint agreement with the city.

McNeil stated the need to present the Board of Supervisors with Sioux City's level of engagement.



Taylor stated we could go forward with architectural study, but location may be an issue.

Groetken stated that he will contact city officials to discuss possibilities.

McNeil noted that we will need specifics related to the city before Work Package 2.

Groetken discussed inmate population over the last 30 years; started with 90, now at 220.

McNeil discussed a recommendation that the Board consider sizing for futuristic jail operations such as therapeutic courts and future standards required for certain groups such as transgenders.

Drew stated he and Wingert met with the Sioux City Chief and agreed that a point for a new facility is the public safety issue. Wingert and Judge Hensley meet every Friday to determine what inmates to release early due to overpopulation.

Hensley stated the current number of inmates (220) is misleading because of current practices/policies. Part of the reason to have a jail is punishment. Inmates are receiving abnormally early releases. The issue of the public's safety seems to be placed in the background. The current inmate count of 220 is very misleading because of the need to keep population down due to housing limitations. A lowered expectation of punishment reduces deterrence. This is a public safety issue.

Wingert stated the county could easily fill another 100 beds.

Discussion on points that should be made public. Public safety, quality of life, money wasted if current aging building needs major repairs, possible revenue with new facility.

Schmitz stated meetings with a great deal of information has been vetted by county staff, the LEC Committee, and the Citizens Advisory Group over the past many months and a recommendation is now needed from the LEC Committee & Citizens Advisory Group. He requested a clear statement to be provided to the Board of Supervisors.

Statement to include- "the LEC Committee & Citizens Advisory Group recommend a new LEC 400-500 bed facility with the potential for two future expansion pods of 24 beds each and courtrooms estimated at approximately \$50 million given our following concerns:

1. A current facility designed for 90 in 1987 with a current capacity of 234 whose HVAC needs at minimum cross a threshold of \$5.8 million and will have waste in terms of transportation costs when replacement occurs.
2. Public safety and quality of life concerns given hard decisions of our legal system with a jail operating at often full capacity.
3. The favorability of a 20 year note with building capacity for revenue from federal prisoners, ICE, and other counties which has the potential to pay for itself while mitigating inevitable cost that will come with a looming emergency issue.

McNeil discussed the possibility of public input and public forums.

Ung requested the LEC committee & Advisory Group meeting minutes be posted on the county website.

Groetken stated graduates of the Police Citizens Academy would be advocates for a new facility and might attend the public forums.

Taylor offered a tentative date of July 16 to put the following on the Board of Supervisors agenda: Goldberg Group contract/ work packages approval, discuss size of jail (400-500 beds), discuss joint venture with city.

Meeting adjourned at 4:00PM.



Woodbury County Building Services  
401 8<sup>th</sup> Street, Sioux City, Iowa 51101  
Kenny Schmitz | Building Services Director  
Office: 712-279-6539  
[kschmitz@woodburycountyiowa.gov](mailto:kschmitz@woodburycountyiowa.gov)

Revised: June 27<sup>th</sup>, 2019

#### Advisory Group Members;

In our last group meeting's, you all asked great questions. While answers to some were not readily available we did promise to research and provide accurate responses. It became immediately apparent the difficulty in doing so is that there isn't a science to derive at short, point-blank answers. To be transparent we have done our best to respond in short answers verse lengthy and complex explanations.

We would like to schedule a meeting June 27<sup>th</sup>, 3:00 pm to approve minutes of the last meetings, review consolidated notes and items below, GGA plan, scope, contract, and recommendation forward.

#### QUESTIONS:

**Q. What is the projected inmate population in the next 20-years?**

Projections indicate by 2040 inmate population could range between 391-460, while very difficult to estimate Goldberg Group calculations were based using benchmarks for general population trends.

**Q. What is the daily cost to house an inmate vs the daily revenue/cost of a Federal inmate?**

The daily expense to house a County inmate is \$73.35. Revenue received for a Federal inmate is \$58.00 daily. A black and white generalization cannot be arrived at by comparing these two numbers.

A greater over-view must be taken to understand Federal revenues that off-set fixed operating expenditures. Inmate transportation is a large variable that can't be met with current staff. If Federal transportation could be provided inmate daily housing revenue would increase to \$83.00 per day.

**Q. What is the cost of a new facility with 400+ inmate housing?**

A facility with 400 beds, rough-in for 2 future expansion pods (24 beds each), and courtrooms is estimated to cost \$49.5M excluding land purchase. Saginaw County has just completed a 511 bed Correctional Facility for \$35.8M which was designed by Goldberg Group Architects.

**Q. Could the County construct a joint facility with City, State, Federal, or other entities?**

Ahlers Cooney (bonding authority) indicates that a joint venture could be completed with the City of Sioux City per Iowa Chapter 346.

**Q. How would County address "Educating the Public" and a new LEC's Debt Structure?**

Goldberg Group (Professional Detention Architects) have provided the County a contract which outlines these and other services such as Architectural design and development.

805 N. 36th Street, Suite B  
St. Joseph, Missouri 64506  
p: 816.233.9300 f: 816.233.9399  
e-mail: info@gga-pc.com  
web: www.gga-pc.com



# Memo

**Date:** May 30, 2019  
**Project:** Woodbury Co., IA Justice & Detention Center  
**Topic:** General Population Estimates  
**To:** Kenny Schmitz, Facilities Dir.  
**From:** Larry Goldberg / GGA  
**CC:** Dave Drew, Sheriff  
Tony Wingert, Jail Admin.  
Kevin Rost / GGA  
File

Gentlemen:

Estimating a jail's population needs 5, 10 or even 20-years from now is extremely difficult, given internal vs. external influence(s) imposed by the Courts, Standards, demographics and/or a host of other requirements; we have used any of several benchmarks for gauging general population trends including 3.35/1,000 in population plus 15-20% custody "slippage," or in Woodbury County's case, the following calculation(s),

$$102,000 \times 3.35/1,000 = 342+51 = 393 \text{ Beds}$$

suggesting an initial General Population capacity of not less than 393 (400 nom.) with additional capacity for further incremental- and wholesale growth; if parallel treatment and sentencing programs are instituted as alternatives to jail time, than this capacity may be adequate for a number of years – at least not exceeding completion of the two (2) future 24-Bed shelled pods we have suggested in other documents, thereby providing incremental Housing capacity of 448-Beds overall; if on the other hand, jail trends continue to increase, in associated with demographic changes then the County may be forced to consider this,

	<u>85%*</u>	<u>100%*</u>
<u>Year 2020</u>	334 Beds	393 (400) Beds
2025 (3%)	344	405
2030 (3%)	354	417
2035 (5%)	372	438
2040 (5%)	391	460

\*Custody slippage rule – 85% capacity



**Memo – General Population Estimates**  
May 30, 2019  
Page 2 of 2

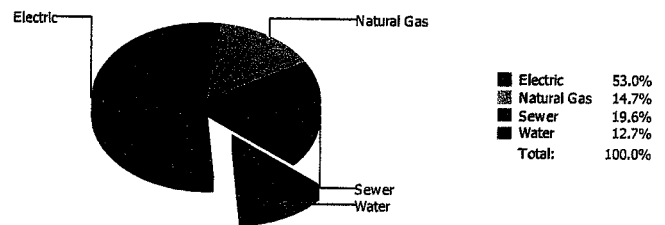
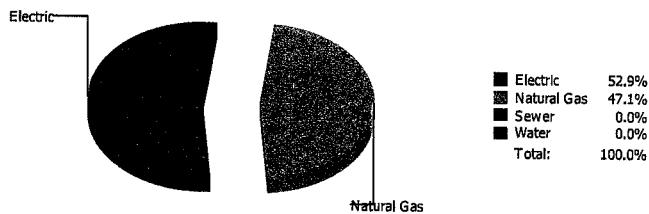
reflecting over a duration of twenty years, an average growth rate of 4% per 5-year period or roughly 0.8% annually, hardly an aggressive rate of growth.

Hope this helps. If and when the Board decides to actually retain us, we'll be able to provide a greater degree of detail than this snapshot.

Best wishes.

Energy

Cost



Commodity	Common Use	Energy Use	Energy Use / Area	Total Cost	Cost / Unit	Cost / Area
Place: [LAWENFORCEMENTCENTER] Law Enforcement Center [BUILDING]						
Area: 85,000 SqFt						
Billing Period between Jul 2017 and Jun 2018						
ELECTRIC	1,808,064.00 kWh	6,170 MMBtu	0.073 MMBtu/SqFt	\$110,143.05	\$0.061 /kWh	\$1.295 /SqFt
NATURALGAS	54,865.00 THERM	5,487 MMBtu	0.065 MMBtu/SqFt	\$30,498.26	\$0.556 /THERM	\$0.358 /SqFt
SEWER	7,291.73 Kgal			\$40,726.79	\$5.585 /Kgal	\$0.479 /SqFt
WATER	7,388.24 Kgal			\$26,335.92	\$3.565 /Kgal	\$0.309 /SqFt
<b>Totals:</b>		<b>11,657 MMBtu</b>	<b>0.137 MMBtu/SqFt</b>	<b>\$207,704.02</b>		

Requested by: kschmitz

Client version:

Report version: 9

Filters: Topmost Place Code Equals LAWENFORCEMENTCENTER; ; Bill is Void Equals 0; Account is Active Equals 1; Bill is from External Vendor Equals 1; ; Billing Period Between Jul 2017 and Jun 2018

Record count: 0

6/27/2019 2:13:28PM

# LEC

## Current Expenses, Revenues, & Inmate Cost Comparison New Facility Energy & Staff Advantages

\*Note: numbers reflect a facility of like size for comparison only & do not represent those of a new facility which would likely be greater in size and overall expense/ revenue values.

Month:	Revenue					
	Commissary	DOC	EM/Inmates	US Marshal	R & B	WR
Jul-17	2,428.13	7,555.00	5,353.00	12,667.00	19,981.33	1,819.40
Aug-17	3,043.83	7,450.00	6,463.50	24,910.00	19,483.92	3,043.83
Sep-17	2,526.78	5,700.00	5,287.00	25,617.00	17,164.00	2,134.00
Oct-17	3,287.63	6,900.00	5,084.00	19,504.00	14,532.90	2,535.00
Nov-17	3,608.88	6,600.00	5,755.00	22,154.00	16,998.00	1,081.00
Dec-17	2,350.16	6,000.00	5,904.00	14,893.00	11,326.33	2,675.00
Jan-18	4,315.97	4,100.00	4,426.50	11,077.00	10,646.24	3,000.00
Feb-18	3,985.23	3,300.00	8,625.23	18,318.00	16,930.61	3,545.88
Mar-18	4,982.33	5,700.00	4,194.50	18,126.00	12,149.16	3,310.00
Apr-18	4,054.34	5,700.00	10,116.00	21,571.00	17,570.14	2,009.12
May-18	5,208.13	11,850.00	8,598.50	21,041.00	37,114.17	2,220.00
Jun-18	4,066.54	6,900.00	4,265.50	16,218.00	33,819.90	3,570.00
	43,857.95	77,755.00	74,082.73	226,096.00	227,716.70	30,943.23
						680,451.61

Month:	Expenses					
	Electric	Natural Gas	Water/Sewer	Personnel	Inmate Food	Inmate Medical
Jul-17	13,041.88	554.42	5,759.20			
Aug-17	14,090.56	1,496.82	5,649.63			
Sep-17	13,579.20	930.29	5,830.09			
Oct-17	7,938.83	2,495.16	4,811.78			
Nov-17	6,559.49	2,901.05	5,797.87			
Dec-17	6,799.62	3,277.73	5,694.75			
Jan-18	7,214.35	4,683.69	5,488.51			
Feb-18	6,259.01	4,321.12	4,244.62			
Mar-18	5,930.26	4,183.06	6,145.90			
Apr-18	6,693.38	3,492.55	5,166.26			
May-18	7,579.92	1,598.37	6,481.04			
Jun-18	14,456.55	564.00	5,993.06			
	110,143.05	30,498.26	67,062.71	4,661,447.00	351,675.00	948,387.00
					Total Operating Expenses:	5,981,509.00
	30% Reduction	30% Reduction	10% Reduction			
	77,100.14	21,348.78	60,356.44			
	Total Utilities / New Bldg Efficiencies: 158,805.36					

	Current	Current / No staff	New Bldg	New Bldg / No staff	25 Year / Current	25 Year / New Bldg
Operating Expenses	5,961,509.00	1,300,062.00	5,661,509.00	1,300,062.00	149,037,725.00	341,537,725.00
Utilities	207,704.02	207,704.02	158,805.36	158,805.36	5,192,600.50	3,970,133.90
Total Revenue	680,451.61	680,451.61				
Total Cost	5,488,761.41	827,314.41	5,820,314.36	1,458,867.36	154,230,325.50	345,507,858.90
Cost per inmate / day	73.35	11.06			New Bldg Savings over 25 years	8,722,466.60

Utilities Energy Use reduction= \$1,231,218.12 (25Yr.)  
Operating Expenses-New Build, Staff reduction- 469575K- \$300K@ (25Yr.)



805 N. 36th Street, Suite B  
St. Joseph, Missouri 64506  
p: 816.233.9300 f: 816.233.9399  
e-mail: info@gga-pc.com  
web: www.gga-pc.com

GOLDBERG GROUP ARCHITECTS, PC



---

# Memo

**Date:** May 17, 2019  
**Project:** Woodbury Co., IA Justice & Detention Center  
**Topic:** Adjusted Capacity & Costs  
**To:** Kenny Schmitz, Facilities Dir.  
**From:** Larry Goldberg / GGA  
**CC:** Dennis Butler, Co. Financial Dir.  
Dave Drew, Sheriff  
Kevin Rost / GGA  
File

---

Gentlemen:

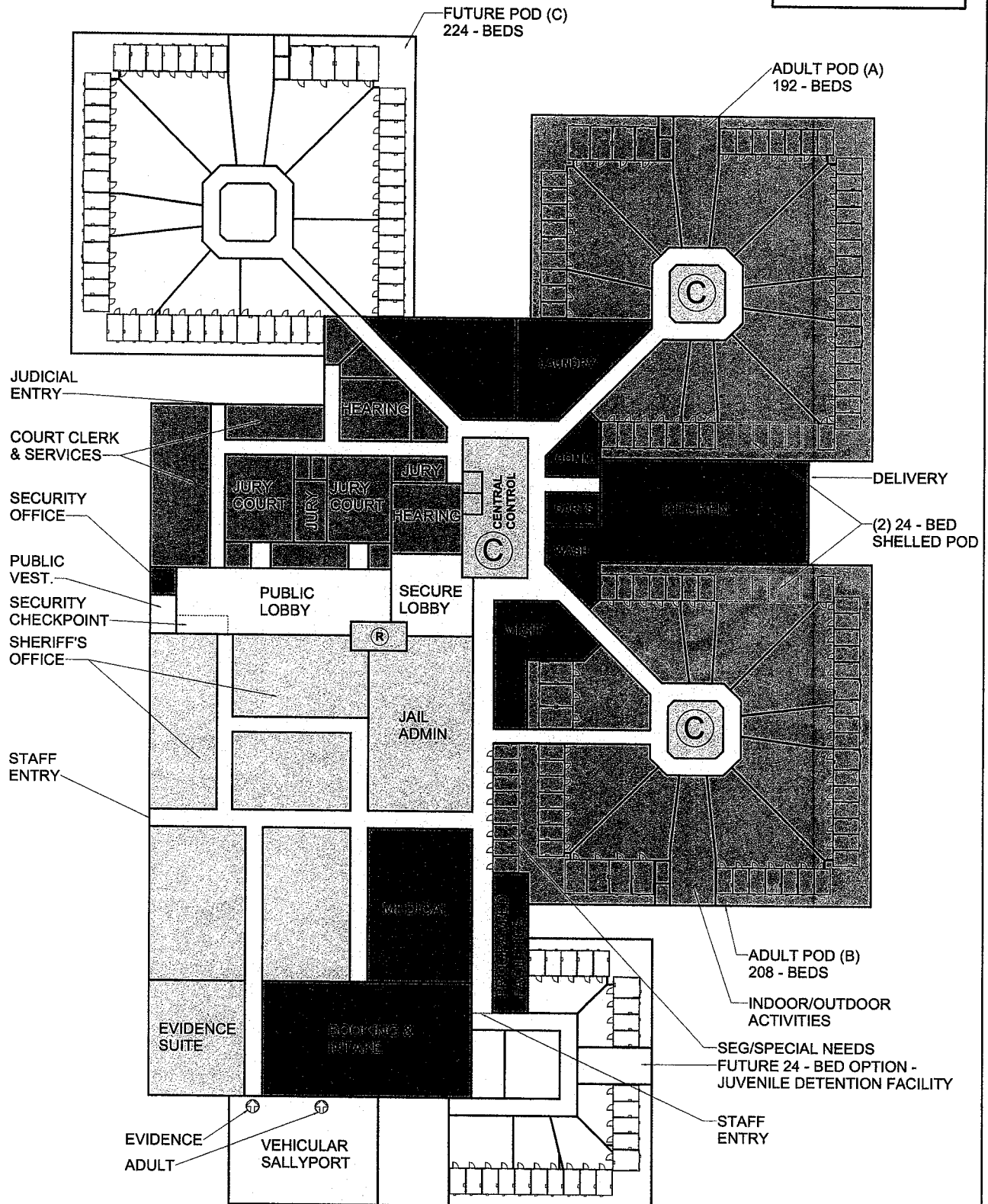
Attached please find our revised concept plan, reflecting Adult Detention capacity for an adjusted General Population of 400-Beds, excluding Intake, Special Needs, Segregation, Medical and Juvenile capacities.

We also reflect two (2) 24-Bed shelled-in Housing pods for future completion, bringing overall General Population to 448-Beds, as discussed. We estimate total project cost(s) of \$49,500,000, excluding land purchase and completion of either/both of the shelled Housing pods, which generally run about \$450-550,000 each, to complete if taken as a Bid Alternate.

This cost assumes approximately \$3.6 million in Site utility extensions and customary spread-footings; deep or piered foundations would have to be added to this preliminary estimate.

I hope the foregoing information helps: please don't hesitate to contact us if we may be of further assistance in this regard.

# DRAFT



400-BED OPTION, PH. 1, 2-POD LAYOUT,  
116,351 SF OPTION, 259 SF/BED

05.17.2019  
OPTION 1 - PHASE 1  
GROUND FLOOR SPACE ALLOCATION PLAN

LOW-RISE SITE  
WOODBURY CO. IA.

GOLDBERG GROUP ARCHITECTS, PC  
**gga**  
Architecture • Feasibility Studies • Criminal Justice Planning • Interiors  
808 N. 38th Street, Suite 9, St. Joseph, MO 64506, 816-223-8000, fax 816-223-4300

SCHEMATIC DEVELOPMENT: Diagrams for preliminary purchase only. It does not take into account all applicable laws, regulations, individual department needs, existing land use or building codes.

# Law Enforcement Center

## Goldberg Group Architects Design Services & Work Packages;

1. Site Analysis- Potential sites, property, zoning/ setback, utilities, access, soil capacity, flooding issues, adjacent property use, acquisition costs.
2. Proposed Detention Center Study- Development of formalized needs, identify all areas & space required, conceptual plan design incorporating all services & space needs, develop exterior concepts, elevation renderings to project exterior utility & maintenance costs of exterior materials/ treatment comparisons.
3. Proposed Project Performance- Develop staffing & operations, jail administration & appropriate county officials, incorporate county historic salaries, benefits, & operating costs with GGA's own cost data to be utilized in proposing a new operating budget.
4. Proposed Project Performance- Assist county officials in compiling & communication of salient facts issues, projections, & risks associated with the project such as; existing building conditions, non-compliant codes/ standards, risk of doing nothing, renovation vs new, address crucial pieces of county infrastructure, determine capacity/ size Woodbury County needs, costs associated with the project, potential revenues, staffing & operations costs, long-term expansion, proposed funding, coordinate with County Bond Issue Consultant(s).



805 N. 36th Street, Suite B  
St. Joseph, Missouri 64506  
p: 816.233.9300 f: 816.233.9399  
e-mail: info@gga-pc.com  
web: www.gga-pc.com

# Memo

**Date:** April 1, 2019  
**Project:** Woodbury Co., IA Justice & Detention Center  
**Topic:** Pre-Design Services  
**To:** Kenny Schmitz, Facilities Dir.  
**From:** Larry Goldberg / GGA  
**CC:** Dennis Butler, Co. Financial Dir.  
Dave Drew, Sheriff  
File

**Revised**  
**05/15/19**

Gentlemen:

Below please find detailed descriptions of the three (3) Pre-design Work "Packages" discussed previously **plus the fourth Work Package**, as requested during our recent teleconference with the LEC Committee; I wanted to get these descriptions into your hands as well as the hands of your Assistant County Attorney, so he can advise us on any modifications and/or additional information he might like to see added; the truth is, one can rarely anticipate every planning constraint, activity or circumstance which can arise during the master-planning of a project as large and complex as this one.

Nonetheless, once these Work Packages have been finalized, it is a relatively easy matter to insert them into our standard letter-style Feasibility Study agreement for everyone's review, prior to the next LEC Committee meeting at the end of May.

## **Work Package #1 – Site Analysis**

This portion of our activities covers analysis and comparison of potential project sites, including but not limited to,

- Assembling applicable property information;
- Creating potential site concepts to test site size, shape, topography and adjacency related issues;
- Analysis of zoning, setback and other pertinent restrictions;
- Access to adequate site utilities;
- Access to adjacent roads and highways;
- Soils-load capacity (for foundations)
- Flooding issues
- Acquisition costs
- Adjacent property uses (within ½ - mile radius)
- Route(s) between site and County Courthouse



### **Work Package #2 – Proposed Detention Center Study**

This package pertains to the actual proposed Detention Center itself, including but not limited to,

- Development of a formalized Needs Assessment Report, including Custody analysis;
- Proposed Project space program, listing all departmental areas, rooms, functional space allocations and override factor(s) – i.e.: circulations, mechanical and electrical rooms, etc.;
- Development of conceptual plans which incorporate all major (plan) components – i.e.: Detention Housing and Support, Courts and County services, Sheriff's Administrative offices, Evidence Suite, etc.;
- Develop appropriate exterior concepts – i.e.: elevations and renderings, such that the utility, maintenance, cost and appearance of various exterior materials and treatment(s) can be compared and finalized by County officials and the Community through public presentation(s);

### **Work Package #3 – Proposed Project Performance**

This component develops our Charts A-D, i.e.: project pro-forma(s), balancing the following aspects of the proposed facility's operations,

- Develop Staffing and Operations with Sheriff, Jail Administration and appropriate County officials, incorporate Woodbury County's historic salaries, benefits and operating costs with GGA's own cost data, until all applicable parties have come to agreement, i.e.: for successfully proposing a new operating budget for the proposed Detention Center;
- Assist the Sheriff to explore options for Housing revenues, develop opportunities for housing detainees from other jurisdictions, for US Marshall's Services, ICE, etc.; develop revenue assumptions which reflect realistic margins;
- Assist the County's financial professionals with "Sources and Uses" (of funds), develop funding options which reflect favorable Coverage ratio(s), with viable Debt amortization, which minimizes, to the greatest assumable extent, adverse Community tax consequences;

It is our intent at the conclusion of these three (3) packages, to place these work products in the hands of the Board of Supervisors and Sheriff for review, finalization and as basis for decisions regarding continued progress of the project.

Once these first three (3) packages are concluded, we will coordinate them into a unified graphic and narrative materials, which can be presented to the County Board of Supervisors and the Sheriff, **as well as to the public for consideration, re: Work Package #4**, as follows:

#### **Work Package #4 – Proposed Project Performance**

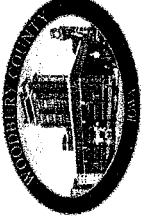
This final component addresses the crucial set of activities geared towards assisting County officials and their staff to communicate salient facts issues, projections and risks associated with this project such as,

- Existing Building conditions
- Non-compliance with Codes & Standards
- Risks of “Doing Nothing”
- Renovation vs. New Construction
- Addressing several crucial pieces of County Infrastructure simultaneously (Adult, Juvenile, Mental Health, Special Needs, etc.)
- What size/capacity does Woodbury Co. need?
- Costs associated with the Project
- Potential for Revenue(s)
- Staffing & Operational costs
- Long-term expansion
- Proposed funding
- Coordinate with the County’s Bond Issue Consultant(s)

We respectfully propose a fee of \$25,000 for each of these initial three (3) Work Packages plus an additional \$18,500 for Work Package #4, for an aggregate of \$93,500 in fees. Should this project proceed forward with our firm as Project Architect, we will credit \$26,500 towards our overall fee(s).

We appreciate Woodbury County’s consideration in this important regard and look forward to getting these pre-design services underway. There’s a good deal of work to do over the next several months.

Thanks for the opportunity, Best regards.



## LEC COMMITTEE & CITIZENS ADVISORY GROUP

1. Does the LEC Committee & Advisory Group both approve of the GGA Package?
2. What are recommendations to the Board of Supervisors?
3. Please provide a statement/ statements to the Board of Supervisors – such as:

“ Informative meetings including substantial review material on the Woodbury County Law Enforcement Center lead the LEC Citizens Advisory Group & LEC Committee to signal recommendations. We have determined that Woodbury County would benefit if the Board Supervisors were to consider \_\_\_\_\_

”





Woodbury County LEC Committee  
Sioux City, IA. 51101  
Kenny Schmitz, Building Services Director  
[kschmitz@woodburycountyiowa.gov](mailto:kschmitz@woodburycountyiowa.gov)  
Office: 712-279-6539

April 19th, 2019

**SUBJECT: LEC Citizens Advisory Group**

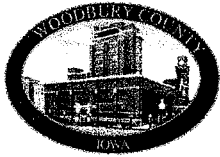
If you are receiving this communication, you are either a member of the LEC Committee or have recently agreed to participate in the LEC Citizens Advisory Group. In a weeks' time we will be meeting in groups on April 26<sup>th</sup> 12:00-1:00pm and May 1<sup>st</sup> 3:30-4:30pm. Two dates were chosen to accommodate schedules. The one-hour meetings will be comprised one-half hour presentation and one-half hour walking tour. To respect everyone's time please review the attached LEC Committee Report (April 2019) & background information provided herein beforehand.

Woodbury County finds itself in a difficult situation with the Law Enforcement Center. The building has reached or exceeded life expectancy of a corrections facility, built more than 3 decades ago over a former gas station and designed for 90 prisoners, now has an average of 242 inmates with the original HVAC system. Areas do not meet State mandates or are inadequate including- inmate segregations, isolation, medical, medical staff, booking, security, and evidence. Corrections Officer safety is also a concern. Repairs and renovations have been analyzed and HVAC replacement costs alone are \$5.2-\$5.8 Million Dollars for like replacements. Figures for HVAC repair and renovations of the current facility range from \$22.6M -\$40.5M (GGA Scenarios #1, #2). A new facility is projected at \$40M -\$57M depending on size. All of these options are already far above the bond threshold of \$1.2 million but adding to this lack of foresight in yesteryear is the fact that transport and alternative placement location costs are in the millions of dollars for our 24/7 facility.

Conversation of a potential for a renovation to the Woodbury County Law Enforcement Center in whole at the same time weighing the cost-benefit analysis of building a new jail with revenues realized from the federal government and other entities is necessary and overdue.

A news article in April 19<sup>th</sup> Sioux City Journal expressed information that may lead some to believe Woodbury County, or the LEC Committee has already made decisions relating to the LEC. To be perfectly clear that certainly is not true, in fact the Citizens Advisory Group has been selected to review all prior information gleaned by the LEC Committee toward that end. We know that from a fiscal responsibility standpoint as well as our system of justice/public safety has an impact on quality of life and our business community. We seek feedback, ideas, or challenges and most certainly believe it is an integral step in our process that will assist Woodbury County in its decisions. The Committee would like to take this opportunity to personally thank you all for taking the time from busy schedules to contribute to this important endeavor.

Thank You,



April, 2019

## **LAW ENFORCEMENT CENTER - COMMITTEE REPORT**

### **Synopsis**

Law Enforcement Center- Constructed 1985  
Designed Inmate housing- 90  
Facility has reached or exceeded a detention buildings life expectancy  
Inmate housing expanded (1999/2006 State grants requests to double-bunk beds in cells)- to 234  
Current Inmate Daily Population Average- 242  
Detention operations and inmate housing exceed capabilities of the facility  
Aging facility repair/ CIP costs projected to reach \$20M do not reflect fiscal responsibility

### **Architectural & Engineering Study Results**

#### **Detention Operations/ Deficiencies;**

Current daily housing average 242 inmates.  
Female population averages 40 daily – currently there are 8 cells/ 1 day-room  
Facility not PREA compliant  
Inadequate inmate segregation for Maximum, Minimum  
Lack of adequate medical/isolation spaces (1 medical cell)  
Lacks mandated inmate recreation area  
Inadequate criminal evidence storage area  
Inadequate inmate property storage space  
Security electronics systems are dated, & housed within a master control area  
Security Officer Safety

#### **Building Operations/ Deficiencies;**

Reference Building Services LEC 20-Year CIP Budget Plan  
All HVAC Systems have reached or exceeded life expectancy  
Detention doors/ frames and electronics failure  
Emergency Generator does not meet current code compliance

### **Committee Recommendation Options**

- A. Construct New Law Enforcement Facility
- B. Repair & Upgrade Current Facility

## **Background**

2015 – LEC Expansion Committee is formed to evaluate the LEC building, address detention deficiencies, compliance short-falls, capital improvement projects, operation costs, and provide Woodbury County a road-map into the future.

2016 (January) – The LEC Committee conducts an RFQ process to identify Architectural firms to provide professional assistance. On February 10<sup>th</sup> three parties were interviewed and a recommendation was made by the committee.

On February 16<sup>th</sup> the partnership of local firm Cannon, Moss, Brygger Architects (CMBA) and detention specialists Goldberg Group Architects (GGA) were approved by the Board of Supervisors to assist the County.

2016 (March) – CMBA/ GGA conducts study toward a possible “LEC Expansion 3<sup>rd</sup> Floor Project” as a solution to address State mandated deficiencies, & inmate population housing problems by adding an additional cell block on 3<sup>rd</sup> floor.

2016 (May) – CMBA/ GGA provides the Committee, and Board of Supervisors feasibility concerns related to a 3<sup>rd</sup> floor expansion project, an LEC over-view encompassing concerns, and other building priorities. On May 11<sup>th</sup> the Board of Supervisors authorized CMBA to redirect focus from the 3<sup>rd</sup> floor to other areas of the facility where expansion may be possible.

2016 (August) – Prairie Hills location shuttered due to deterioration, operating costs, & increasing maintenance issues. Operating costs of \$116,500 per year on track to exceed \$1.2M in 10 years. Repairs and renovations to bring the facility into code compliance projected at \$8M. Week-end inmate release programs, detention inmate food preparation (Kitchen), and Sheriff Department Training operations were subjects of areas that required relocations.

2016 (September) – Board of Supervisors authorizes CMBA and GGA to study a “Master Plan” of detention areas- space use, operations, compliances, and inadequacies of the LEC detention areas later identified as “The LEC Facility Optimization Plan”. The LEC committee is charged with establishing ways to retrofit the existing facility in lieu of constructing a new detention facility. The plan is to include short (1-3 year), medium (3-5 year), and long (6-10 year) projects to forecast capital improvements and costs. One of the goals is to bring the current facility into PREA compliance to avoid possible Board legal ramifications that were experienced by others.

2017 (February) – GGA provides LEC Committee a summation. LEC Facility Analysis & Optimization Plan which categorizes a series of 12 projects spanning 5-years. Projects included Intake, Booking, Classification, Medical Examination, Staff Medical Area, Inmate segregation, PREA, Evidence storage, Inmate property storage, Security controls, and Safety. The projects estimated at \$7M. Several Plans including “Intake Project” were thoroughly vetted. GGA cautions that construction costs continue to rise at a 7.5% annual rate. Building Services Department concern is that detention renovations do not address other ageing facility problems- Structural, Life-Safety Systems, Roof, or CIP needs outlined in the

Building Services Department 20-year CIP Budget Plan. Recommends a qualified Engineer assess the Mechanical Systems of the facility.

2018 (March) - Resource Consulting Engineers (RCE) authorized to provide a "Mechanical Systems Engineering Study"

2018 (July) – RCE Study – report completed however RCE recommends that GGA should be allowed to ascertain the implications associated with interruptions of heating, cooling, and ventilating to areas served that will likely be impacted for weeks to months durations while repairs or replacements are being conducted. Areas of concern are inmate detention, court rooms, Judge chambers, & Sheriff's Offices. GGA's previous study was limited to the detention portion of the building & did not include costs associated to relocations.

2018 (September) – GGA authorized to identify how LEC systems repairs or replacements will impact areas of the facility identified by RCE study and to define a path forward with the least impact to operations and costs.

2018 (October) – Building Services Department completes draft "Woodbury County Buildings 20-Year CIP Budget Plan".

2018 (November) - GGA discusses with Building Services Department excessive costs associated with relocations which are later identified in the HVAC equipment replacement plans. Building Services couples GGA's HVAC and relocation cost estimates with the Building Services LEC 20- year (\$22.7M) CIP projected costs and quickly realizes staggering figures may necessitate other County options. GGA agrees to provide alternatives.

2019 (January) – GGA provides the LEC committee with HVAC systems repair and replacement information and costs.

Three scenarios for committee consideration were provided as follows:

*Scenario #1- HVAC Equipment Replacement & Detention Plan*

HVAC Equipment, & Chillers/ Boilers Replacements-\$2,014,721

Replacements; Cell Doors (portions), Security Electronics- \$2,289,635

Upgrades; Classification, Medical, Intake, Booking, Day room, Shower Walls -\$6,235,075

Requires relocation of inmates, foodservice, laundry, and courts

Does not address facility inmate housing, or all facility CIP needs

Project work must be staged over a 5-year period

Construction & Soft Costs- \$18,357,634

Courts, Foodservice, Laundry Relocation Costs- \$719,815

Inmate Housing Relocation/ Transportation Costs- \$2,740,009

*FY2021 Total Cost = \$22,689,800*

*Scenario #2- HVAC Equipment Replacement, Facility Expansion, & New Sheriff's Office*

HVAC Air Handling Units and Ductwork Replaced  
Intake, Booking, Classification, Segregation, Medical, Isolation, Recreation  
Security Electronics Replacement  
Detention Inmate Housing Increased by 50-60 Beds  
Courtrooms will move to Sheriff's Offices space  
Requires permanent relocation of Sheriff's Staff & Offices to a new building  
Requires the addition of 9 Full-time Security Officers  
Project work staged over a 3-year period  
Inmate Housing Relocation/ Transportation Costs- \$2,770,797  
*FY2021 Total Cost = \$40,517,898*

*Scenario #3- LEC New Replacement Mid-Rise or Low Rise*

New Facility Either Mid-Rise (Downtown Location) or Low- Rise (other Location)  
Complies with mandated codes and standards  
Provides for current and future inmate housing 450+ Beds  
Reduction of 3-4 Full-time Security Officers

*Scenario #3 Option-1:*

Mid-Rise New Replacement  
Requires purchase of downtown property/ land  
Provides demolition of current facility  
Connects to Courthouse via underground tunnel  
Design size not easily expandable in future  
*FY2021 Total Cost = \$57,842,825*

*Scenario #3 Option-2:*

Low-Rise New Replacement  
Locate at Prairie Hills owned property  
Transportation costs to Courthouse  
Easily Expandable in size in future  
Design to Completion 2-Years Total  
*FY2021 Total Cost = \$55,053,515*

Following GGA Scenario presentations and review the LEC Committee requested that GGA scale back the size of a new facility design to reduce costs while still meeting needs. GGA agrees to prepare a scaled down version.

2019 (January) - Committee addresses the need to compile an up to date, condensed version of all studies, and findings. The information will be utilized to provide members of the public representing various community groups an overview of the LEC's situation and seek input.

2019 (February) – GGA provides 330 bed design with cost estimates, and a design only 366 bed version.  
New Low-Rise 330 Bed  
Transportation Costs Included  
Location -other than downtown  
*FY2021 Cost Total = \$40,878,500*

Sheriff's Office comments that a 330-bed facility may not be a viable option as it provides very little or no growth for the County. Larry Goldberg interjected that the design size and facility cost are relative and can be adjusted anywhere from 330 to 500. Example is addition of 16 beds is approx. \$316,000.

A low-rise option also allows for future expansion if pre-planning for that is done during design. GGA requests that the LEC Committee consider a contract with the GGA firm for pre-design and planning services since GGA has been working to date at their own expense.

Potential locations for replacement/ new facilities have been reviewed and discussed with SC Police and Planning/ Zoning Departments for input. Location's included: Sioux City Downtown (3), Bridgeport (6), Salix (7), Southbridge (6), Highway 75/ Outer-belt Drive (2). Locations have been vetted for various positives/ negatives. Results from all parties to date indicate an overall generally practical response preference of a Prairie Hills or airport location.

2019 (April) – LEC Committee invites members of the public representing various groups to explain the current LEC situation, study results, and information that has been derived over the past several years. Public members to be referred to as the “LEC Citizens Advisory Group”.



## LEC Advisory Group April/ May - Meetings Summary

Members known as the LEC Citizens Advisory Group met on April 26<sup>th</sup> & May 1<sup>st</sup>, 2019.

### April 26<sup>th</sup> Attendance:

Dennis Butler  
Pete Groetken  
Ryan Chytka  
Dave Drew  
Kevin Grieme  
Todd Harlow  
Todd Hensley  
Duane Hoffmeyer  
Chris McGowan  
Skip Perley  
Tim Seaman  
Kenny Schmitz  
Jeremy Taylor  
Todd Wieck  
Tony Wingert

### May 1<sup>st</sup> Attendance:

Dave Amick  
Gayle Bivens-Rose  
Pam Calhoun  
Ryan Chytka  
Jim Fisher  
Todd Harlow  
Todd Hensley  
Jim Johnson  
Lisa McNeil  
Monique Scarlett  
Kenny Schmitz  
Joe Tidwell  
Todd Wieck  
Tony Wingert

Schmitz presented a Power Point discussing the LEC history, issues associated with current operations: Intake operation is conducted in the garage, housing population designed originally for 90 beds has been expanded twice by double bunking cell beds to 234, PREA, segregations, master control, medical area, personal property storage, outdoor recreation, benzene remediation, HVAC / equipment replacement costs, escalating repair costs, facility renovation cost, & facility replacement options.

### Highlights

Benzene Remediation Costs as of February 2019 total \$862,379.00

Years 2016 – 2018 CIP Actuals total \$891,766.00 excluding benzene remediation costs.

Building Services Woodbury County 20- Year CIP Master Plan for the LEC building estimates project costs of \$22.7M.

Repair Costs-

HVAC systems are original, have reached life expectancy, designed for 90 bed housing, & can't meet current occupancy demand.

**AHU's Replacement Cost = \$5.2M - \$5.8M** minimum. This (current size) cost does not increase units load capabilities or ductwork capacity and assumes a unit for unit replacement.

Inmate relocations will be necessary & costs are estimated between \$1.4M (standard) or \$2.7M (accelerated) based on construction time-lines. Projects must be completed over a 5-Year period. Cost estimate does not include annual escalation costs.

**Facility Renovation** (based on 2021 figures) **Cost = \$22.7M**

HVAC, Booking, Classification, & Medical Addition- does not address any other building issues, does not address inmate housing, multiple projects conducted over a 5-Year period. Cost does not include annual escalation costs.

**Facility Renovation & Expansion** (based on 2021 figures) **Cost = \$40.5M**

HVAC, 50 Bed Expansion- multiple projects conducted over 3- Year period, Inmate & Courts **relocation costs represent \$2.7M**, requires 9 Additional full-time Correction Officers upon completion, requires Sheriff/ Staff Offices to permanently relocate to another building. Cost does not include annual escalation costs.

**Facility Replacement** (based on 2021 figures) **Cost = \$40.8 - \$57.8M** (based on size & functions)

Provides all mandates, compliance, & housing needs, could house court-rooms, possible Federal or other revenue streams, reduces 4 full-time Correction Officer staff positions, Project Completion 2-Years

**All options exceed Woodbury County Bonding threshold of \$1.2M**

**Group Comments** *(both meetings)*

Group discussion included that the citizens of the general public probably go about their normal day and is not aware of the LEC issues such as inmate housing, HVAC limitation, repair costs, benzene remediation, inability to meet State mandates, accommodate modern Judicial practices, or provide needed mental health services.

While there are on-going efforts by the Courts to reduce inmate population, the fact remains the current situation of releasing inmates due to over housing population is taking place.

There will need to be a bond vote no matter what direction the LEC Committee stands behind. Even if the County decides to take no action a bond vote will be required in the event of equipment failure since known aged equipment break-down is not considered an emergency repair by State Law.

Those present expressed that repair and/or renovation of the current facility is wasted money and the facility is a disaster waiting to happen.

Joint conclusion was that a new replacement facility which is adequately sized for population growth was merited and there is no issue with the cost of a new LEC but it should not be located Downtown.

Achieving voter approval for a new LEC would be a substantial struggle for the County.

It was strongly opinioned that the Board of Supervisors should enlist both professional marketing and polling services to present issues to the taxpayers of Woodbury County.

Group questions that require response & further guidance include;

*What is the daily cost to house an inmate vs the daily revenue received for a Federal inmate?*

*What is the projected inmate population for the next 20 years?*





**Agenda**  
**LEC EXPANSION COMMITTEE**  
**Mat 1st, 2019: 3:30-4:30 pm**  
**LEC Conference Room**

1. Approval of Meeting Minutes- March 28<sup>th</sup>, 2019
2. Advisory Group Introductions
3. Expansion Committee Report- Study Results
4. Questions/ Answers
5. Advisory Group- Facility walking tour

Minutes of the LEC Expansion Committee/ Citizens Advisory Group meeting which met on May 1, 2019 at 3:30 PM at the Law Enforcement Center Conference Room. Notice of this meeting was given.

Attendees of the meeting were:

Todd Wieck  
Tony Wingert  
Todd Harlow  
Todd Hensley  
Dave Amick  
Jim Fisher  
Lisa McNeil  
Monique Scarlett  
Jim Johnson  
Joe Twidwell  
Pam Calhoun  
Gail Bivens-Rose  
Kenny Schmitz  
Ryan Chytka

Schmitz called the meeting to order at 3:30 PM.

Agenda item #1: Meeting minutes from previous meeting (March 28, 2019) were approved at April 26 meeting.

Agenda item #2: Advisory group introductions.

Agenda item #3: Expansion Committee Report – Study Results

Schmitz discussed LEC History. LEC expanded twice to current 234 beds. Current average population is 242. Wingert stated current population is around 220. Population fluctuates.

Schmitz discussed issues and inadequacies of Inmate Search Area. Located in LEC garage. Wingert stated the area is used for inmate searches prior to booking. Schmitz discussed the inadequate storage for inmate property.

Schmitz stated the current facility is not PREA compliant and the facility does not meet transgender/intersex segregation requirements. Wingert stated so far there have been no long-term transgender inmates – any transgender inmates have been kept in temporary cells and the county may not be able to house federal inmates if the county does not become PREA compliant.

Schmitz discussed issues with Master Control. There are heat issues which are hard on electronics. There are also security/access issues due to the location of Master Control in the jail.

Schmitz discussed ongoing benzene remediation. As of February 2019, \$862,379 expensed. Schmitz stated this is a DNR remediation project with ongoing testing. DNR wants more drilling and testing.

Schmitz discussed current HVAC system. It is original to the building designed for 90 beds. Replacement scenarios include: \$5.8M standard construction, \$5.2 accelerated construction. These figures represent like replacement and do not include upgrades needed for 234 bed facility.

Schmitz stated LEC projects 2016 to 2018 actuals total \$891,766. The 20-year LEC master plan costs for the LEC total \$22.7M (including HVAC), \$40M if expanded to add 50 beds.

Bivens-Rose asked about inmate population projections for next 20 years. Wingert stated that the department is working within the legal system to reduce inmate population but in 5 years the county will be forced to relocate inmates due to overpopulation. Schmitz stated that Goldberg Group Architects is helping with inmate population projections.

Hensley discussed the option to house federal inmates for revenue. A 330 bed facility that houses 100 federal inmates leaves 230 beds for local inmates – same as we have now. Judges currently meet every week to decide which inmates to let out to avoid overpopulation. It is a public safety issue – either provide more space or compromise public safety. Hensley indicated we are getting away from punishment due to lack of bed space.

McNeil discussed the deficiencies of the current facility and its inability to accommodate modern judicial practices and deal with mental health issues. McNeil discussed Juvenile Detention.

Schmitz stated the next step is to hire an architect to provide a design of the new facility.

Johnson asked about the cost to house an inmate per day. Wingert stated it is about \$53/day. Johnson expressed concern with the cost of housing federal inmates and how that affects revenue. Wieck stated the current budget for the jail is approximately \$8.5M annually, not including transportation and court security division. Johnson calculated \$113/day per inmate.

Hensley stated the need to show the taxpayers the new facility will lower the cost per inmate including federal prisoners. Hensley stated he is more concerned with housing local inmates.

Fisher discussed another county in Iowa that recently built a stand-alone jail rather than adding it on to the courthouse. It was paid off in 11 years instead of the planned 20 years due to housing federal inmates. He recommends building a new facility on the east side of Sioux City near Highway 20.

Discussion about current facility's outdoor recreation area. Wingert stated it hasn't been used for years – needs new roof. Currently there is a variance, but if we don't build a new facility we must repair current outdoor area. Inspector gave county until December to show progress on new building or fix current recreation area. Schmitz stated cost for repair is 30K.

Hensley stated it would be stupid to put money into the current building.

Schmitz stated that even the HVAC repairs would have to go out for a bond vote.

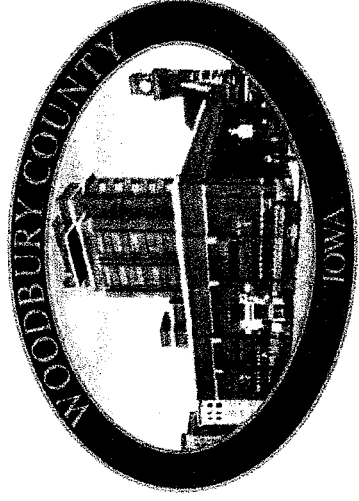
McNeil discussed issues needed if a new facility was built, including: detox issues/awareness, juvenile detention, therapeutic courts (decreases population over time), video hookups. McNeil asked about a multi-county approach. Wingert stated Monona County is going to bond on jail.

Scarlett stated the count obviously needs a new jail – only logical answer. The current facility is a money pit and inmate population will only increase over time as the area population increases.

Wingert stated Woodbury County is the 5<sup>th</sup> largest in Iowa but is tied for the busiest jail – averaging 19 bookings and 19 releases per day.

Amick stated the need for a numbers guy to calculate what federal inmates do to overall cost/revenue.

Meeting adjourned at 4:30 for tour.



# Law Enforcement Center

*Citizens Advisory Group Meeting 2019*

**LEC HVAC REPLACEMENT PROJECT (equipment replacement only)- STANDARD VS ACCELERATED CONSTRUCTION PROJECT SCHEDULES**

Project: Woodbury County LEC 4/14/2019

Project Designation	Project Description	Units	Unit Cost	Duration	FY2021 "Standard" Construction	FY2021 "Accelerated" Construction
AHU-1	HVAC unit replacement and ductwork modifications	45,000	\$34.00	90 Days	\$1,530,000.00	\$2,112,500.00
	HVAC unit replacement and ductwork modifications	45,000	\$46.94	30 Days		\$2,112,500.00
	Construction Costs				\$1,530,000.00	
	Inmate Relocation / Transportation Costs	30	\$68.50	120 Days	\$277,079.76	\$92,359.92
	Inmate Relocation / Transportation Costs	30	\$68.50	40 Days		\$74,545.24
	Temp. Relocate Courts	8,846	\$0.25	90 Days	\$223,635.73	
	Temp. Relocate Courts	8,846	\$0.25	30 Days		\$2,279,405.16
				<b>TOTAL</b>	<b>\$2,030,715.49</b>	<b>\$2,279,405.16</b>
AHU-2	HVAC unit replacement and ductwork modifications	6,672	\$32.00	60 Days	\$213,504.00	\$316,880.00
	HVAC unit replacement and ductwork modifications	6,672	\$47.49	30 Days		\$316,880.00
	Construction Costs				\$213,504.00	
	Inmate Relocation / Transportation Costs	84	\$68.50	160 Days	\$1,034,421.10	\$517,215.55
	Inmate Relocation / Transportation Costs	84	\$68.50	80 Days		\$834,095.55
				<b>TOTAL</b>	<b>\$1,247,925.10</b>	<b>\$834,095.55</b>
AHU-3	HVAC unit replacement and ductwork modifications	7,142	\$32.00	60 Days	\$228,544.00	\$335,680.00
	HVAC unit replacement and ductwork modifications	7,142	\$47.00	30 Days		\$335,680.00
	Construction Costs				\$228,544.00	
	Inmate Relocation / Transportation Costs	96	\$68.50	160 Days	\$1,182,206.98	\$591,103.49
	Inmate Relocation / Transportation Costs	96	\$68.50	80 Days		\$926,783.49
				<b>TOTAL</b>	<b>\$1,410,750.98</b>	<b>\$926,783.49</b>
AHU-4	HVAC unit replacement and ductwork modifications	10,202	\$25.00	60 Days	\$255,050.00	\$368,812.50
	HVAC unit replacement and ductwork modifications	10,202	\$36.15	30 Days		\$368,812.50
	Construction Costs				\$255,050.00	
	Inmate Relocation / Transportation Costs	20	\$68.50	160 Days	\$246,293.12	\$123,146.56
	Inmate Relocation / Transportation Costs	20	\$68.50	80 Days		\$491,959.06
				<b>TOTAL</b>	<b>\$501,343.12</b>	<b>\$491,959.06</b>
AHU-5	HVAC unit replacement cost	2,424	\$33.00	60 Days	\$79,992.00	\$149,990.00
	HVAC unit replacement cost	2,424	\$61.88	30 Days		\$149,990.00
	Construction Costs				\$79,992.00	
					\$79,992.00	
				<b>TOTAL</b>	<b>\$79,992.00</b>	<b>\$149,990.00</b>
Chiller	Replace existing chiller	1		90 Days	\$357,000.00	\$357,000.00
Boiler	Replace existing boilers	1		90 Days	\$227,000.00	\$227,000.00
				<b>TOTAL</b>	<b>\$584,000.00</b>	<b>\$584,000.00</b>
	<b>GRAND TOTAL</b>				<b>\$5,854,726.69</b>	<b>\$5,266,233.26</b>

"Standard" Construction Project Schedule is based on a normal Contractor's 40-Hour work week. "Accelerated" Construction Project Schedule assumes multiple-trades on a 24/7 around the clock work schedule until Project Completion.

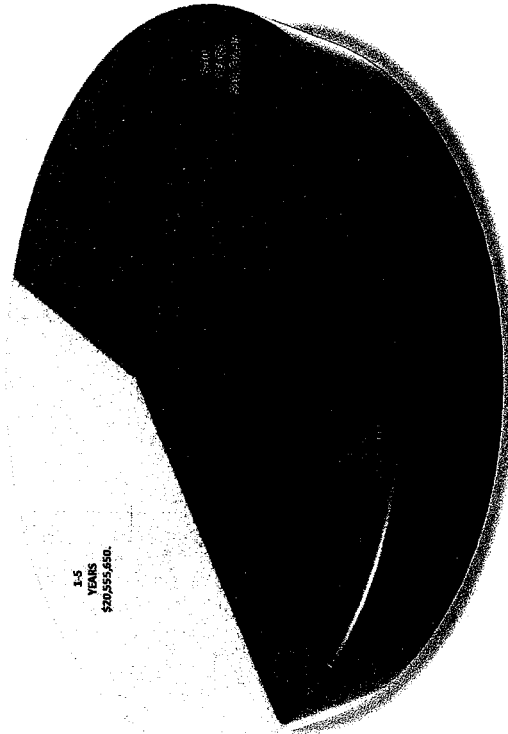
Estimates include construction, inmate & Courts relocations/ transportation costs for standard and accelerated project installation schedules.

Estimates exclude design fees, modifying existing spaces, walls, or footprints to accommodate new equipment, alterations, change orders prior to install, or contractor parking costs.

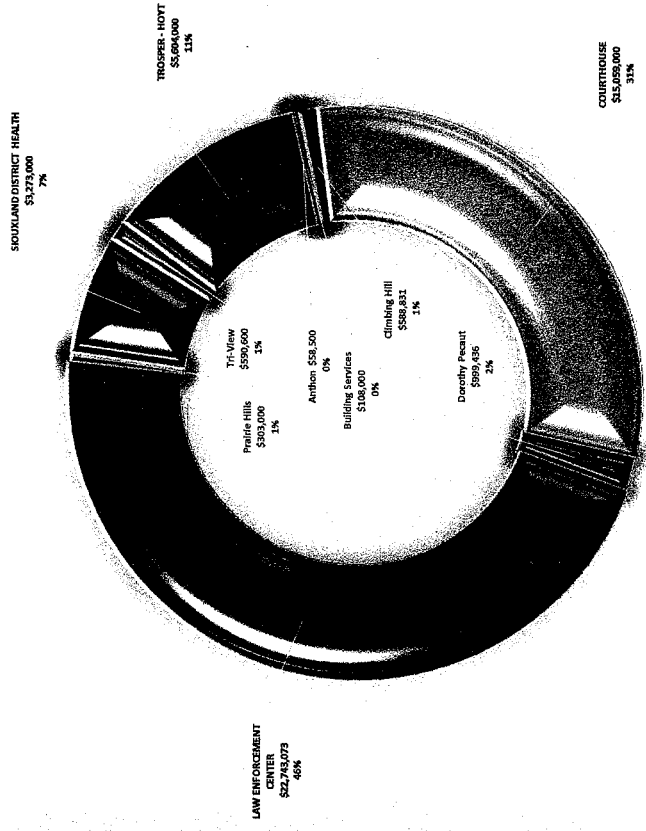
Boilers & Chiller replacement schedules were not accelerated- it is anticipated that these components could be installed in a manner that minimizes inconvenience to occupants if timed appropriately.

"Standard"	"Accelerated"
Relocations Only	Relocations Only
\$2,717,344	\$1,398,371

PROJECTED EXPENSE BY PERIOD



PROJECTED 20-YEAR EXPENSE BY BUILDING





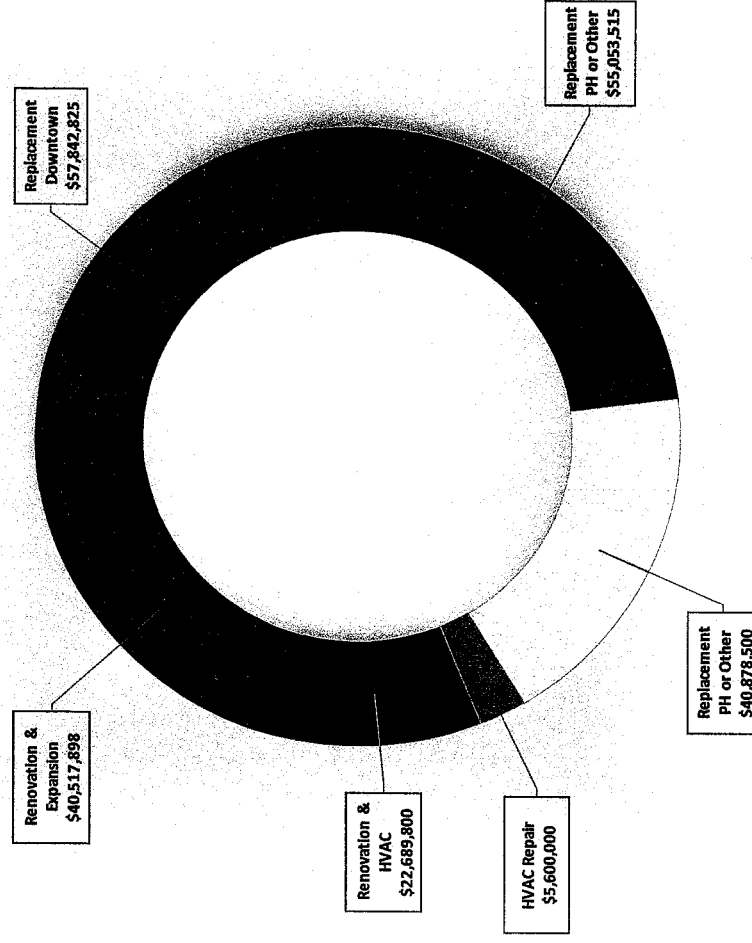




## LAW ENFORCEMENT CENTER OPTIONS

<b>OPTION "A"</b>	
<b>REPLACE FACILITY WITH NEW</b>	
Scenario #3 Option-1 = Mid-Rise Downtown	\$57,842,825
Scenario #3 Option-2 = Low-Rise Prairie Hills or other Location	\$55,053,515
330 Bed = Low-Rise Prairie Hills or other Location	\$40,878,500
<b>OPTION "B"</b>	
<b>REPAIR/ UPGRADE CURRENT FACILITY</b>	
HVAC Only = Like Replacements of AHU's, Boilers, Chiller	\$5,600,000
Scenario #1 = HVAC, Classification, Medical	\$22,689,800
Scenario #2 = +55 Beds, HVAC, Classification, Medical, Booking	\$40,517,898

## LAW ENFORCEMENT CENTER OPTIONS





**Agenda**  
**LEC EXPANSION COMMITTEE**  
**April 26th, 2019: Noon- 1:00pm**  
**LEC Conference Room**

1. Approval of Meeting Minutes- March 28<sup>th</sup>, 2019
2. Advisory Group Introductions
3. Expansion Committee Report- Study Results
4. Questions/ Answers
5. Advisory Group- Facility walking tour

Minutes of the LEC Expansion Committee/ Citizens Advisory Group meeting which met on April 26, 2019 at 12 PM at the Law Enforcement Center Conference Room. Notice of this meeting was given.

Attendees of the meeting were:

Jeremy Taylor  
Dennis Butler  
Dave Drew  
Todd Wieck  
Tony Wingert  
Todd Harlow  
Chris McGowan  
Duane Hoffmeyer  
Todd Hensley  
Tim Seaman  
Skip Perley  
Kevin Grieme  
Kenny Schmitz  
Ryan Chytka  
Pete Groetken

Schmitz called the meeting to order at 12 PM.

Agenda item #1: Motion by Schmitz to approve meeting minutes from previous meeting (March 28, 2019). Second by Wingert. Meeting minutes unanimously approved.

Agenda item #2: Advisory group introductions.

Agenda item #3: Expansion Committee Report – Study Results

Schmitz discussed LEC History. LEC expanded twice to current 234 beds. Current average population is 242. Wingert stated current population is around 220. Population fluctuates.

Drew discussed issues and inadequacies of Inmate Search Area.

Schmitz stated the current facility is not PRIA compliant and the facility does not meet transgender/intersex segregation requirements. Wingert stated so far there have been no long-term transgender inmates – any transgender inmates have been kept in temporary cells.

Schmitz discussed issues with Master Control. There are heat issues which are hard on electronics – a fan and temporary air conditioner currently used in attempt to cool the area. Parts for electronics and electronic locks are becoming obsolete (no longer manufactured).

Schmitz discussed ongoing benzene remediation. As of February 2019, \$862,379 expensed. Butler stated that after \$1,000,000 the county is responsible for costs. Perley questioned whether this cost would continue even with new facility. Taylor stated it would continue if the building is occupied. Schmitz stated he is working with DNR – tests are being conducted and the remediation may or may not need to continue depending on results.

Schmitz discussed HVAC replacement figures - \$5.8M standard construction, \$5.2 accelerated construction. The 20-year LEC master plan costs for the LEC total \$22.7M, \$40M if expanded to add 50 beds.

Wingert stated that if we need to relocate inmates due to construction, the relocation could be spread over 80 counties because other counties only have room for a few at a time.

Drew stated that Polk county currently has 75 inmates relocated due to overpopulation.

Butler stated that any repair over \$1.2M must go to bond. County has consulted with Mark Corey, bonding attorney – repairs that were known or anticipated cannot be considered an emergency and must go to bond vote.

Taylor stated that it looks like there will have to be a bond vote no matter which direction the committee decides to go. Even if the county decides to do nothing, a bond vote will be required for any major repair to current facility because it will not be considered an emergency.

Schmitz discussed replacement/repair/renovation options: renovate current facility for \$22.7M with no additional beds or build new facility for \$40M with 100 additional beds and possibility for revenue.

Wingert stated currently receive \$53/day to house each federal inmate, approximately \$300K revenue per year. Future ICE/federal inmates could bring \$85/day. ICE will not guarantee anything but have indicated that they need bed space.

Perley stated he served on a previous jail committee about 13 years ago – 180 inmates at the time. Perley does not have an issue with the cost of new facility. Perley indicated there are costs associated with federal inmates that might affect overall revenue. Discussed operating costs and staffing for new facility.

Schmitz stated that staff will increase by 9 if we expand current facility, but staff would decrease by 4 with a new facility due to better design for coverage.

Discussion about current facility's outdoor recreation area. Wingert stated it hasn't been used for 15 years – needs new roof. Currently there is a variance that allows exercise equipment in the cell blocks, but the inspector said if we don't build new facility we must repair current outdoor area. Inspector gave county until December to show progress on new building or fix current recreation area. Schmitz stated cost for repair is 30K.

Judge Hoffmeyer commented on current efforts to reduce population. Also stated there are many variables when dealing with ICE, some of which could impact the county negatively.

Judge Hensley stated 330 beds does not work if 100 beds are used to house federal inmates – the remaining 230 beds is the same as we have now, and we are at capacity. He stated it would be silly to renovate the current building. The new facility must be put to bond issue because the current facility is a disaster waiting to happen.

Groetken commented when the jail was built there were only 90 beds included and within a very short period the inmate population doubled and further inquired about statistics that would reflect growth of the inmate population over recent years. Accurate data could help the committee determine the number of beds planned for a new facility.

McGowen stated the County needed a PR Firm for development of messaging to be used prior to a potential bond vote.

Seaman stated the need to bring in a professional marketing/polling company to present the issue to the voters.

Discussion of Sgt. Bluff school bonds that failed 3 times. Differing opinions of the importance of education and public safety.

Judge Hoffmeyer and Judge Hensley discussed the current situation of releasing inmates due to overpopulation.

Taylor stated the need to simplify when presenting the issue: \$22M to continue in current facility vs \$40M for a new facility with 100 additional beds.

Butler stated if Sioux City PD uses 1% of the new facility, the bond could pass with 50% vs 60%. Butler also noted the current facility did not go out for bond issue.

Meeting adjourned at 1:30 for tour.



Woodbury County Building Services  
401 8th Street  
Sioux City, IA. 51101  
Kenny Schmitz, Building Services Director  
[kschmitz@woodburycountyiowa.gov](mailto:kschmitz@woodburycountyiowa.gov)  
Office: 712-279-6539 Cell: 712-253-3745

**Agenda**  
**LEC EXPANSION COMMITTEE**  
**March 28th, 2019: 1:00 pm – 2:30 pm**  
**LEC Conference Room**

1. Approval of Meeting Minutes- January 24<sup>th</sup> 2019, February 28<sup>th</sup>, 2019
2. Formation of Citizen's Advisory Group
3. Goldberg Group Architects Contract- discussion
4. Bonding Attorney- RFP discussion
5. New Facility Sites/ Locations Information
6. Current Facility Update;
  - A. March 14<sup>th</sup> Roof leaks/ damage repairs
  - B. Annual State Inspection- Roof recreational area needs & State Inspector comment
7. Questions/ Answers

Respectfully,  
Kenny Schmitz

Meeting Minutes;  
LEC Expansion Committee March 28, 2019 1:00 PM Law Enforcement Center Conference Room. Notice of meeting was given.

Attendees:

Jeremy Taylor  
Matthew Ung  
Joshua Widman  
Dave Drew  
Todd Wieck  
Tony Wingert  
Kenny Schmitz  
Ryan Chytka

Taylor called the meeting to order at 1 PM.

Agenda item #1: Motion by Taylor to approve meeting minutes from previous meetings (January 24, 2019 and February 28, 2019). Second by Ung. Unanimously approved.

Agenda item #2: There was a discussion about the formation of a Citizen's Advisory Group. Ung questioned whether this committee or the Board of Supervisors should create this group. Taylor stated he thought the advisory group should be authorized by this committee.

Possible members of the advisory group were discussed:

- TRC
- Town mayors
- Joe Tidwell (warming shelter)
- City Council member
- Rotary Club
- Media
- Former Sheriffs
- Judges
- Lisa McNeal
- Kevin Green
- Monique Scarlett

Taylor stated he thought this should be a two-part process: an overview of the situation and a tour of the facility. The possible members of the advisory group will be contacted and made aware of meetings on April 26, 12pm – 1pm, and May 1, 3:30pm – 4:30pm. Members of this committee agreed to make the following contacts:

- Wieck: town mayors, Monique Scarlett
- Drew: former sheriffs, Pete -, Joe Tidwell, Lisa McNeal
- Wingert: Media



- Taylor: TRC, McGowen, Perley, Boyce
- Ung: Kevin Green
- Schmitz: Judge Hensley

Agenda item #3: There was a discussion of the Goldberg Group Architects contract. Schmitz gave a background of Goldberg's involvement in this project; this contract would be for preliminary work and is divided into three parts, \$25K each.

Widman stated that professional services are included in a bond threshold, but these preliminary services could be in an original contract, and a new contract could be done after bond was approved. Widman stated need for more detail about preliminary services in the \$75K contract.

Taylor inquired into next steps. Widman stated need for detailed contract, review, and board approval(s). Widman suggested reviewing other counties' rates and contracts where new facilities have been built in recent past.

Agenda item #4: There was a discussion of a need for a bonding attorney and related RFP. Schmitz stated Goldberg recommended involving bonding attorney. Widman stated the need for Dennis Butler to be involved. Schmitz will meet with Dennis Butler and Larry Goldberg to move forward. Widman stated the county does not need an RFP for this.

Taylor commented that whether the county builds a new facility or is forced to do major repairs to current facility, either option will likely require a bond issue. Widman confirmed that an emergency does NOT remove the bond requirement.

Agenda item #5: There was discussion of new facility sites. Schmitz stated that Wingert had located a possible new site near HWY 75 and Outer Drive; however, Planning and Zoning told Schmitz that this location may become a new housing development in the future.

Ung stated that Padmore said Sioux City could give the county 10 acres southwest of the airport. Schmitz will follow up with Padmore.

Agenda item #6: Discussion of the need for planning in case new facility is not built. Schmitz discussed the possibility of dealing with an emergency repair and how contractors working 24 hours per day might reduce inmate relocation costs.

Taylor suggested a cost analysis of how reducing repair time with 24-hour repairs will reduce relocation costs and affect overall costs.

Wingert stated that judges must approve the release of inmates. If there is no room in the jail and no option for relocation, and the judge will not approve release, the outcome is unknown. Wingert also stated that the facility at Prairie Hills can no longer house inmates.

Schmitz stated well capping, elevator, & boiler decommissioning has permanently shuttered the facility

Agenda item #7: Schmitz discussed the March 14<sup>th</sup> roof leaks and damage.

Wingert stated that the state inspector will allow the outdoor recreation area on the roof of the LEC to remain in its current condition if the county is pursuing a new facility. If the county is not going to build a new facility, the recreation area will need extensive repair.

Wingert discussed a possible unforeseen revenue stream (possibly \$40K annually) from the LEC detention commissary, phone, & kiosk operations.

Agenda item #8: Confirmed advisory group meetings on April 26 and May 1.

Meeting adjourned at 2:25pm.



Woodbury County Building Services  
401 8th Street  
Sioux City, IA. 51101  
Kenny Schmitz, Building Services Director  
[kschmitz@woodburycountyiowa.gov](mailto:kschmitz@woodburycountyiowa.gov)  
Office: 712-279-6539 Cell: 712-253-3745

**SUBJECT: Law Enforcement Center Updates**

## **Agenda**

**February 28th, 2019: 1:00 pm – 2:30 pm**  
**LEC Conference Room**

1. Goldberg Group;
  - A. Architectural Drafts (New Facility)
  - B. Cost & Revenue Projections
2. Potential Sites/Locations
3. Current Facility Update; Mechanical Systems Failures (January/ February)
  - A. HVAC Chiller- Chiller #1; #2 Compressor Failure (\$25K)
  - B. Hydronic Boiler- Boiler #2; Tubes Failure (\$11.7K)
4. Questions/ Answers

Respectfully,  
Kenny Schmitz

Minutes of the LEC Expansion Committee:

February 28, 2019 at 1 PM Law Enforcement Center Conference Room. Notice of this meeting was given.

Attendees:

Jeremy Taylor

Matthew Ung

Todd Wieck

Tony Wingert

Kenny Schmitz

Shane Albrecht

Ryan Weber

Larry Goldberg

Ryan Chytka

Media

Taylor called the meeting to order at 1 PM. Meeting minutes from previous meeting (January 24, 2019) will be approved at the next meeting.

Agenda item #3: Schmitz gave a report on the current facility. He went over the mechanical system failures that occurred during January and February 2019.

- A. The HVAC Chiller- #1 and #2 compressor failure. Cost of repairs: \$25K.
- B. The hydronic boiler #2 tube failure. Cost of repair: \$11.7K

Schmitz stated that at the future committee meetings he will continue to give updates on breakdowns of the current facility.

Agenda item #2: Schmitz presented potential jail site locations that were provided by Keith Radig who was not present. Radig provided alternative locations because there was prior discussion with the City of Sioux City about the cost to get utilities to the Prairie Hills site which was estimated to cost approximately 6 million dollars. The City of Sioux City told Radig that they would not help get the utilities to the facility at Prairie Hills. An alternate location may reduce these utility costs.

Agenda item #1, A & B: GGA Chart A Breakdown of Project Costs & Annualized Payments and Chart B for Jail Operations were discussed.

Staffing requirements were discussed. Wingert stated the number of transport officers will depend on location if a new facility is built. Also noted that there may be issues with released prisoners related to location of facility.

Schmitz discussed the Letter of Recommendation presented to GGA by Grady County Oklahoma. The letter commended GGA for their architectural and financial planning resulting in the accumulation of over \$8,000,000 in reserve funds over the last 20 years.

Goldberg discussed Chart A and presented draft plans of options for new facility, with initial bed count of 366 beds, 544 beds with possible future additional pods.

Wingert stated the current facility has 218 current prisoners and projects 260 by June. He would prefer 450 beds allowing for the potential to house 100 federal prisoners in addition to County prisoners.

Goldberg discussed Chart B and the reductions in operating costs associated with a new facility.

Goldberg discussed Chart C. which detailed housing capacity of 330 beds, with 230 beds for County usage and 100 beds for outside jurisdictions. Revenue and reimbursements total \$2,566,200.

Goldberg discussed Chart D explaining the net revenue of \$815,888 associated with a new facility, using figures from Chart B and Chart C.

Wingert stated that Woodbury County is currently credentialed to house ICE/federal inmates under the existing contract with US Marshalls.

Ung inquired about the acreage needed for a new facility. Goldberg replied 9.2 acres based on the diagram he presented at this meeting.

Taylor brought up the possibility of ICE being eliminated and what that would do to potential revenue and debt service. Goldberg stated the County could possibly rely on alternative inmates in need of housing from other entities within the state.

Taylor inquired what the committee's next steps would be. Goldberg suggested a Citizens Advisory Committee. Goldberg stated 3 items to present to public citizens:

1. Demonstrate the need
2. Options toward a solution
3. Why the solution was selected

Goldberg discussed structuring of ballot initiatives.

Taylor inquired whether a Citizen Advisory Committee or the bond should come first. Goldberg stated the LEC Expansion Committee must seek a solution for the issue; it should form a citizen committee to examine the last 3 years of planning and research. The citizen committee will then recommend a solution.

The Committee discussed creating a Citizen Advisory Committee versus additional members to the current LEC Committee.

Ung stated the need to narrow a new LEC location.

Continued location discussion led to concerns with locating a new facility near Salix - long distance to transport inmates; issues with released inmates without transportation to city. Wingert stated his preference is the Prairie Hills site due to its proximity to Sioux City. Concerning the Bridgeport potential sites, Goldberg stated there may be issues with a location too close to railroad tracks and further noted the location near the airport would be very desirable to federal agencies.

Taylor stated the need to determine bed count of a new facility as well as refining the list of locations.

Taylor proposed a timeline for a next meeting in 4-5 weeks including as agenda items; refining property locations, a list of potential Citizens that could be incorporated with existing LEC Committee members, determine needed bed counts, and Sioux City Planning & Zoning issues with any potential areas/locations.

Meeting adjourned at 2:50 PM.



## **LEC EXPANSION COMMITTEE MEETING**

**January 24<sup>th</sup>, 2019 – 1:00 pm**  
**Law Enforcement Center Conference Room**

### **AGENDA**

**SUBJECT: Law Enforcement Center Update**

1. Facility Studies/ Renovation Options
  - A. Resource Consulting Engineers- Facility Mechanical Systems Study
  - B. Goldberg Group Architects- Facility Renovation Options/ Costs
  - C. Questions & Answers
2. Facility Replacement Options
  - A. Schedules and Revenue bonds; Options
  - B. Low Rise Facility- Prairie Hills Location
  - C. Mid-Rise Facility- Downtown Location
  - D. Questions & Answers

Minutes of the LEC Expansion Committee:

January 24, 2019 at 1 PM at the Law Enforcement Center Conference Room.

Attendees of the meeting were:

Cory Metzger  
Dave Drew  
Kenny Schmitz  
Matthew Ung  
Jeremy Taylor  
Larry Goldberg  
Tony Wingert  
Ryan Chytka  
Media

The subject of the meeting was Law Enforcement Center- Update.

Taylor called the meeting to order at 1 PM.

Metzger presented current facility Mechanical Systems Study

Goldberg discussed handouts that listed 3 LEC scenarios.

1. Replacement of existing aged facility equipment (RCE Study) cost
2. Renovations/ upgrade to existing facility are extensive & won't provide for future needs
3. New facility possibilities- Low Rise Prairie Hills, Mid-Rise Downtown

Drew and Wingert outlined inmate population, stated that it was 24/7, and the necessary detention inmates (inmates who are a threat to the public simply cannot be released).

Schmitz explained how code compliance, exploding maintenance costs, and inmate population have become issues with the current facility and could be alleviated with a new facility.

Goldberg stated that it may be necessary to plan for 30, 40, or 50 years in the future, what makes sense. That there are many factors to address when considering a new facility: code compliance, Juvenile Detention, and that the cost to renovate current facility still does not address the current and future needs of the facility.

Goldberg stated that a low-rise Prairie Hills facility is the best option; it could house a population of 300 with the option to add additional 150 and another addition of a 3rd pod for a total bed population of 676. There could also be 24 beds for juvenile detention.

Goldberg detailed the economies of costs and services.

Taylor stated a \$48M dollar bond payment would be \$2.9M annually.



Goldberg stated \$45M would be a low-rise option which would address local area needs, beds to house the inmates, and have the possibility for County revenue. If there is 150 beds @ 85% occupancy that would equal \$3M annual revenue. To break even would be 128 beds at full occupancy to make the annual payment.

Taylor questioned about the guaranteed revenue of 128 beds.

Drew replied bed use could be used by other agencies or counties.

Wingert stated Federal agencies won't commit or guarantee a number of beds for Federal inmate housing.

The next LEC Committee meeting is anticipated to be February 13<sup>th</sup>.

Meeting adjourned at 1:45 PM

# Woodbury County Law Enforcement Center Mechanical Systems Study

Prepared by  
Resource Consulting Engineers, LLC

December 3, 2018



RESOURCE  
CONSULTING  
ENGINEERS LLC



# Table of Contents

1.0    Executive Summary ..... 2

2.0    Assessment Overview ..... 5

3.0    Existing Building Systems Description ..... 8

4.0    Specific Building Issues and Concerns..... 6

5.0    Implementation Options ..... 11

6.0    Appendix 1: Proposed Phasing of Work ..... 13

## 1.0 Executive Summary

The Woodbury County Law Enforcement Center has experienced a number of issues related to mechanical systems in recent years, prompting an assessment of existing systems. Specifically, issues with thermal comfort, age of equipment, and lack of adequate ventilation were all contributing factors leading up to the study. Based on this assessment and associated analysis, Resource Consulting Engineers, LLC has identified the following items as potential opportunities for improvement:

- Lack of Redundancy for Maintenance or Replacement of Equipment
- Age of existing Equipment
- Constant-Volume AHU Operational and Zoning Issues
- AHU-1 Issues
- Boiler Age/Condition
- Chiller Compressor Failures/Refrigerant Type
- Emergency Generator Configuration

Most of the issues identified above can be addressed with replacement of, or upgrades to, existing equipment. That said, there are significant concerns that cannot be addressed with existing constraints in the building. Specifically, adding redundancy for building air handling systems, which condition all occupied spaces, cannot be completed with direct equipment replacement. Improving separation of control and holding areas is not addressed by equipment replacement alone. While these issues are not addressed by direct equipment replacement, implementing any strategy that does address these issues goes well beyond a straightforward replacement project. Addressing these issues will require significant modifications to air distribution and equipment layouts throughout the building, which will require access to occupied areas of the facility, and will lead to much more significant operational impacts than those within the purview of this Study. Goldberg Group Architects is currently in the process of completing a study focused on more significant changes to the building, and information related to potentially addressing redundancy and system separation will be included as part of that study. With this information in mind, costs and operational impacts for replacements or upgrades of existing mechanical systems are presented in this study. While this information is being provided, it is recommended that these strategies not be implemented unless there is no avenue available for addressing the redundancy and separation concerns that exist. Expected cost and operational impacts are as follows:

- Boiler Replacement (Phase 1):
  - Expected Total Project Cost: \$250,000
  - Expected Impact to Building Operations: Short term lack of reheat – likely not noticed by most building occupants if completed during spring or fall periods with relatively low outdoor air humidity

- Chiller Replacement (Phase 2):
  - Expected Total Project Cost: \$400,000
  - Expected Impact to Building Operations: None if completed during heating season
- AHU-1 Replacement (Phase 3):
  - Expected Total Project Cost: **\$1,050,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: Entire first level of building and a portion of the second level of the building will need to be vacated or closed for public access throughout the duration of the work, expected to be approximately three months – closed spaces include courts, private offices, Sheriff's office, main entrance to building, and offices on second floor near the south end of the building – refer to Appendix 1 showing phasing of work for additional information on impacted areas – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- AHU-2 Replacement (Phase 4):
  - Expected Total Project Cost: **\$210,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: The holding cell areas along the west side of the second floor of the building will need to be vacated during the project, due to the lack of heating, cooling, or ventilation throughout this phase of work, expected to last approximately six weeks – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- AHU-3 Replacement (Phase 5):
  - Expected Total Project Cost: **\$215,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: The holding cell areas along the east side of the second floor of the building will need to be vacated during the project, due to lack of heating, cooling, or ventilation throughout this phase of work, expected to last approximately six weeks – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- AHU-4 Replacement (Phase 6):
  - Expected Total Project Cost: **\$240,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: The core areas of the second floor of the building will need to be vacated during the project, due to lack of heating, cooling, or ventilation throughout this phase of the work, expected to last approximately eight weeks – the kitchen, laundry, and recreational areas will all be closed during this phase of the project – this assumes no significant work is completed to the supply or return air ductwork outside of the mechanical room area – costs and duration will increase if significant changes are incorporated into the scope

- AHU-5 Replacement (Phase 7):
  - Expected Total Project Cost: \$80,000 – missing costs associated with impact
  - Expected Impact to Building Operations: The holding cell areas in the core of the second floor of the building will need to be vacated during the project, due to lack of heating, cooling, or ventilation throughout this phase of work, expected to last approximately six weeks – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope

The total cost of the actual work of the proposed projects is approximately \$2,450,000, but the total cost to implement the projects of \$X,XXX,XXX, which is significantly higher due to the cost of addressing operational impacts such as relocating courts, housing prisoners at other facilities, contracting for outside foodservice, contracting for outside laundry, etc.

As stated above, given the high cost to implement these projects associated with addressing operational impacts, it is recommended that any other planned modifications for the facility be implemented in conjunction with this work. This approach should prevent duplicating the costs associated with operational impacts to the facility, and may result in a facility that better meets the long-term needs of Woodbury County.



## 2.0 Assessment Overview

The Woodbury County Law Enforcement Center includes a number of space types, including conference rooms, offices, courtrooms, a jail, and other supporting spaces. The building was constructed in 1987 and is approximately 93,500 square feet. Several projects are being considered to improve the building. These include improvements to the Intake Area, Medical and Classification Areas, and possible modifications to holding area layouts.

A number of issues related to mechanical systems have been observed in the building, prompting this study. Specifically, issues with thermal comfort, reliability/redundancy, ventilation, and age of equipment were noted. This assessment is focused on the mechanical systems and seeks to identify current of potential issues with the system, describes options to address identified systems issues, and established expected budget costs to implement recommended options.

Due to issues identified during the completion of this study, a second study has been commissioned for the building including a wider scope, looking at possible architectural modifications to the facility that may be appropriate for implementation along with, or in place of, any recommendations from this study. This second study is being completed by Goldberg Group Architects (GGA). GGA has provided input for this study related to operational cost impacts for relocating prisoners and outsourcing services as needed to allow for the replacement of mechanical equipment, and Resource Consulting Engineers, LLC (RCE) will provide input for MEP costs associated with other options presented as part of that study.



Figure 2.1: Woodbury County Law Enforcement Center Building

### 3.0 Existing Building Systems Description

There are three (3) primary system types serving the Woodbury County Law Enforcement Center. A Variable Air Volume (VAV) Air Handling Unit (AHU) with chilled water cooling and hot water heating serves the first floor and small portions of the second floor. Four (4) Constant Volume Air Handling Units (AHUs) with chilled water cooling and hot water heating serve the jail which occupies the second floor and mezzanine floor. Two (2) Fan Coil Units (FCU) with chilled water cooling and hot heating serve the basement. The variable volume systems all serve Supply Air Terminal units (SATs), providing independent space temperature control. Many of the SATs include hot water reheat coils. The Constant Volume AHUs have reheat coils to control temperature. Each reheat coil sets the temperature for an area of the building served by the constant volume AHUs. Two (2) heating water boilers provide all heating hot water for all the AHUs and reheat coils throughout the building. The chilled water is provided by two (2) air cooled chillers. Specific information regarding the systems is as follows:

- Mechanical Systems:
  - AHU-1 (VAV AHU) serves all spaces on first floor and small sections of second floor
    - Approximately 45 SATs fed by AHU-1
    - Unit is served by Direct Digital Control (DDC) Building Automation System (BAS)
    - All ventilation provided through AHU, with economizer capabilities
    - AHU uses a mixture of plenum and ducted return
    - Spaces served include private offices, courtrooms, judge's chambers, conference rooms, and the main lobby
    - Bathrooms served by the AHU are exhausted with local exhaust fans
    - AHU is original to the building
  - AHU-2: Constant-volume AHU serving the western parts of the jail on the second floor and the mezzanine level (Blocks A-D)
    - Unit is served by DDC BAS
    - All ventilation provided through AHU
    - AHU uses a mixture of plenum and ducted return
    - Spaces served include jail cells, showers, hallways, and cell blocks
    - AHU is original to the building
  - AHU-3: Constant-volume AHU serving the eastern parts of the jail on the second floor and mezzanine levels (Blocks E-H)
    - Unit is served by DDC BAS
    - All ventilation provided through AHU
    - AHU uses a mixture of plenum and ducted return
    - Spaces served include jail cells, showers, hallways, and cell blocks
    - AHU is original to the building
  - AHU-4: Constant-Volume AHU serving interior spaces and southern edge of second floor of the building
    - Unit is served by DDC BAS
    - All ventilation provided through make-up air unit (MU-1)
    - AHU uses a fully ducted return



- Spaces served include dorm holding, offices, kitchen, storage spaces, and visitation areas
  - Kitchen is equipped with a Kitchen Exhaust Hood (KH-1) and is served by Exhaust Fan (EF-6) and an exhaust fan serving the dishwasher
  - A natural gas-fired make-up air unit (MU-1) brings back air into the space that KH-1 has removed
  - Outdoor Recreation area is served by an exhaust fan
  - AHU and MU are original to the building
- AHU-5: Constant-Volume AHU serving parts of the interior of the building
  - Unit is served by DDC BAS
  - All ventilation provided through AHU
  - AHU uses a fully ducted return
  - Spaces served include holding cells and booking office
  - AHU is original to the building
- Heating water system located in penthouse
  - Two (2) natural gas-fired boilers, piped in primary/secondary configuration
  - Secondary pumps are equipped with Variable Frequency Drives (VFDs)
  - Boilers are original to the building
  - Units are served by DDC BAS
- Chilled Water system located in penthouse
  - Two (2) air-cooled chillers, piped in primary/secondary configuration, with remote-mounted condensers on roof
  - Secondary pumps are equipped with VFDs
  - Chillers have been replaced, but issues exist with one of the chillers that has caused multiple compressor failures
  - Units are served by DDC BAS
- Building Automation System:
  - The existing Direct Digital Control (DDC) Building Automation System (BAS) is in the process of being upgraded to a new Alerton system, which will be connected to the County network, capable of remote monitoring from the Building Services office
  - Existing pneumatic controls remain on numerous terminal heating and cooling devices
- Building Emergency Power System:
  - A diesel-powered emergency generator is located on the ground floor of the building
  - The system has combustion exhaust routed up the side of the building, and has radiator discharge to the alley on the east side of the building
  - The system utilizes a single automatic transfer switch for emergency power – it does not include a secondary transfer switch for standby power as required by current codes

#### 4.0 Specific Building Issues and Concerns

The mechanical systems used in the Woodbury County Law Enforcement Center are largely functional. However, several issues have been identified that should be addressed when possible. The issues are described in detail below:

##### Issues:

- Lack of Redundancy for Maintenance or Replacement of Equipment:
  - Observation and Analysis: Each AHU serving a portion of the Law Enforcement Center is dedicated a specific building zone – there is no redundancy for any of the AHUs, and the configuration of the units does not allow for replacement while existing units continue to operate – this does not allow for quick replacement or changeovers of equipment for a continuously operating and occupied facility – additionally, secure areas of facility are not easily provided with temporary heating and cooling
  - Recommendations: Develop planning process to allow for portions of building to be vacated for extended periods to allow for replacements of equipment (refer to specific system recommendations for additional detail) – alternatively, it may be appropriate to consider long-term future of building, and whether more significant modifications to the facility are appropriate, or whether a replacement facility could provide better long-term solutions for these issues
- Age of existing Equipment:
  - Observation and Analysis: All of the AHUs serving the building are original, and have exceeded their expected useful lives – the boilers in the building are also original, and have exceeded their expected useful lives as well
  - Recommendations: The existing air handling units should be replaced when feasible, considering the operational considerations identified in the Lack of Redundancy for Maintenance or Replacement of Equipment – the boilers should be replaced as early as it is feasible, with a single unit being replaced at a time, with a minimum of one new unit operational before the second existing boiler is disabled
- Constant-Volume AHU Operational and Zoning Issues:
  - Observation and Analysis: Constant-Volume AHUs (AHU-2, 3, 4, and 5) serving holding areas and other portions of building have a number of limitations – control areas are not on separate systems from holding areas, so contaminants in the holding areas could pass to the control areas – energy efficiency is limited in these areas due to constant flows, however constant exhaust flows in cell areas drive a significant portion of the airflow requirements – the lack of energy recovery makes these units and the spaces served very energy intensive – issues have also been observed with reheat coil control valves, however this should generally be addressed by the ongoing controls upgrade project – finally, units have all exceeded their expected useful lives
  - Recommendations: Given the age and condition of equipment, units should be replaced as soon as it is feasible - when system modifications occur, control areas should be separated from holding areas to prevent contaminants from moving into the control areas (not accounted for in costs or schedules presented in this study) – if feasible, energy

recovery should be implemented to limit energy consumption by these systems (also not accounted for in costs or schedules presented) – replacement equipment may need to be located in different areas due to limited space adjacent to existing equipment, and the need to maintain continuous operation in the facility

- AHU-1 Issues:

- Observation and Analysis: The Variable-Volume AHU serving the first floor and parts of the second floor of the building has numerous existing issues – the unit has exceeded its expected useful life – the existing supply fan is not adequate to provide required supply air to all areas of the building (this may be exacerbated by the configuration of the discharge ductwork directly downstream of the AHU) – the unit is installed in a space that does not allow for replacement without requiring significant downtime to many critical building spaces – finally the unit does not provide adequate ventilation air to meet current codes
- Recommendations: Ideally, the unit should be replaced as soon as feasible – modifications to duct distribution are necessary to address existing discharge conditions, and a different unit configuration is appropriate to provide means for redundancy (multiple fans in particular would address a significant reliability concern) – relocation of AHU-1 would be preferred to allow for additional space for future maintenance and equipment replacement (the costs and schedule presented in the study assume that the unit is replaced in its existing location)

- Boiler Age/Condition:

- Observation and Analysis: As stated previously, the boilers have exceeded their expected useful life – additionally, the boilers had significant issues recently with start-up, indicating they may have very limited existing life
- Recommendations: The boilers should be replaced as soon as it is feasible – when replaced, a minimum of one new boiler should be installed prior to the removal of the second existing boiler

- Chiller Compressor Failures/Refrigerant Type:

- Observations and Analysis: A compressor on one of the two air-cooled chillers has failed catastrophically twice in the past five years – this would appear to indicate underlying issues with the chiller installation/configuration – the chillers also use refrigerant R-22, which is being phased out in 2020
- Recommendations: Based on the coming phaseout of R-22, along with the two compressor failures on a single chiller, it may be appropriate to replace the chillers in the next five years

- Emergency Generator Configuration
  - Observations and Analysis: The existing generator exhaust discharge configuration should be modified, the generator has met or exceeded its expected useful life, and the unit only has one automatic transfer switch (current code requires two transfer switches, one for emergency power and one for standby power)
  - Recommendations: The generator and automatic transfer switches should be replaced, and combustion intake and exhaust should be modified to address existing issues

## 5.0 Implementation Options

Due to the many operational impacts associated with any work in the building, along with potential facility improvements that may be appropriate, but are outside the scope of this study, implementation options presented here are limited to the replacement of major pieces of mechanical equipment. The work is presented in phases, as certain portions of the work will need to occur during specific seasons (boiler replacement during the cooling season, and chiller replacement during the heating season), and other portions of work will require building areas to be vacated (air handling unit replacements). The proposed phases of work are as follows:

- Phase 1 – Boiler Replacement:
  - Expected Cost of Work: \$200,000
  - Expected Total Project Cost: \$250,000
  - Expected Impact to Building Operations: Short term lack of reheat – likely not noticed by most building occupants if completed during spring or fall periods with relatively low outdoor air humidity
- Phase 2 – Chiller Replacement:
  - Expected Cost of Work: \$300,000
  - Expected Total Project Cost: \$400,000
  - Expected Impact to Building Operations: None if completed during heating season
- Phase 3 – AHU-1 Replacement:
  - Expected Cost of Work: \$800,000
  - Expected Total Project Cost: **\$1,050,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: Entire first level of building and a portion of the second level of the building will need to be vacated or closed for public access throughout the duration of the work, expected to be approximately three months – closed spaces include courts, private offices, Sheriff's office, main entrance to building, and offices on second floor near the south end of the building – refer to Appendix 1 showing phasing of work for additional information on impacted areas – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- Phase 4 – AHU-2 Replacement:
  - Expected Cost of Work: \$150,000
  - Expected Total Project Cost: **\$210,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: The holding cell areas along the west side of the second floor of the building will need to be vacated during the project, due to the lack of heating, cooling, or ventilation throughout this phase of work, expected to last approximately six weeks – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- Phase 5 – AHU-3 Replacement:
  - Expected Cost of Work: \$155,000
  - Expected Total Project Cost: **\$215,000 – missing costs associated with impact**

- Expected Impact to Building Operations: The holding cell areas along the east side of the second floor of the building will need to be vacated during the project, due to lack of heating, cooling, or ventilation throughout this phase of work, expected to last approximately six weeks – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- Phase 6 – AHU-4 Replacement:
  - Expected Cost of Work: \$170,000
  - Expected Total Project Cost: **\$240,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: The core areas of the second floor of the building will need to be vacated during the project, due to lack of heating, cooling, or ventilation throughout this phase of the work, expected to last approximately eight weeks – the kitchen, laundry, and recreational areas will all be closed during this phase of the project – this assumes no significant work is completed to the supply or return air ductwork outside of the mechanical room area – costs and duration will increase if significant changes are incorporated into the scope
- Phase 7 – AHU-5 Replacement:
  - Expected Cost of Work: \$60,000
  - Expected Total Project Cost: **\$80,000 – missing costs associated with impact**
  - Expected Impact to Building Operations: The holding cell areas in the core of the second floor of the building will need to be vacated during the project, due to lack of heating, cooling, or ventilation throughout this phase of work, expected to last approximately six weeks – this assumes no significant work is completed to supply or return air ductwork outside of mechanical room area – costs and duration will increase if significant changes are incorporated into the scope

While the options presented here will provide some improvements to building operations and reliability, they do not address all identified building issues or concerns. It is strongly recommended that options presented in the separate study being completed by GGA be considered, and implemented where feasible. Though these options include higher costs, and longer implementation periods, they more completely address the long-term challenges facing the Woodbury County Law Enforcement Center, and are likely to limit the need for future interruptions to building operations of the type described in this study.

## **6.0 Appendix 1: Proposed Phasing of Work**



## **LEC BUILDING MEETING**

*September 6<sup>th</sup>, 2018 3:30 pm Woodbury County Board Office*

### **AGENDA**

#### **1. Backup Information**

Building Services conducted a series of meetings attended by the Sheriff's Office, Judges, Court Administration, Baker Group, Goldberg Group Architects, and Resource Consulting Engineers.

#### **2. Detention Operation Shortfalls**

- A. Inmate population was originally designed for 90; Current population averages 190
- B. Detention Open Exercise Area does not meet compliance standard
- C. Medical Needs & Services continue to increase beyond space accommodation
- D. Not PREA/ segregation compliant
- E. Facility layout cannot be made efficient for staffing

#### **3. Facility Shortfalls**

- A. Age of Facility (1985-1986)
- B. Building Layout / Design
- C. HVAC Systems designed for 90 inmate population remains the same; The current LEC has reached the end of its useful life on numerous key detention operations and building components. An example of one of the building components is AHU-2 a 31 -year old unit located on the second floor with no space capacity to accommodate its replacement. AHU-2 supplies heating/ cooling for one-half of the detention inmate population. Replacement of AHU-2 would require the relocation of 100 inmates for 6-8 weeks or 12 to 16 weeks if AHU-3 is done next since this unit has similar issues.

#### **4. Action Plan Options**

- A. Update Existing Facility
  - ❖ **Advantages:** Location and lowest construction cost (will need final costs)
  - ❖ **Disadvantages:** Building age, layout, lack of redundancy on any key components, (generator, HVAC, and electrical), Roof system is reaching end of life, building was initially designed for 90 inmates and currently can house up to 236 inmates but HVAC design size hasn't been changed, housing needs in future years may not be attainable, detention cells do not provide various segregation, does not meet ACA space or day light mandates, existing cmu walls not reinforced create security issues, detention cells are located over existing judge's office and court rooms, renovations will require inmates to be housed off site and by other jurisdictions during periods of construction.





B. New (400 bed) Replacement Facility- Location Downtown Sioux City

- ❖ **Advantages:** Location, new facility, allows housing of federal inmates, meets current PREA standards, provides adequate segregation of various custodies, layout, staffing neutral solution or reduction, drive through sally port, safety, transportation costs, sets Woodbury County up future population increases.
- ❖ **Disadvantages:** County would have to acquire land, Highest cost (will need final costs), two story construction with deep footings.

C. New (400 bed) Replacement Facility- Location Prairie Hills

- ❖ **Advantages:** same advantages of “B.” above except transportation cost, county owns land, demolishing current Prairie Hills facility, location close to airport, one story building-future expansion can be accommodated via addition of pods or sections, adjacent to new training facility, parking.
- ❖ **Disadvantages:** Transportation cost, location of public water/ sewer (about 1 mile away), close to rolling hills expansion (good or bad).

## 5. Cost Projections

A. Capital Improvement Cost Projections (if repairing/ updating existing facility is plan of action)

- 1 – 5 Year Cost Projections
- 5 - 10 Year Cost Projections
- 10 - 20 Year Cost Projections

\*CIP Projection costs are based on current (Year 2018) construction costs and do not provide projects or costs for increased Future Inmate Population

B. New (400 bed) Facility Replacement Cost Projections (if replacement is the plan of action)

- Downtown Location
- Prairie Hills Location

## 6. Information

In the spring of 2018 Goldberg Group Architects bid a 512-bed facility in Saginaw, MI with total construction cost of 34.7 million dollars. The facility will be run by 43 jailers and 5 transport officers.

## 7. Summary

The consensus of all groups involved was that the action plan options noted (3a-3c above) were the three best solutions. The groups were in favor of a new facility option B or C.

The Woodbury County Board of Supervisors should determine where they believe the future of Woodbury County will be. There is no wrong answer.

Woodbury County has reached a transcending time like that of 100 years ago. In 1885 a new County Courthouse was constructed, and in 1916 having outgrown its current location a forward-thinking Board of Supervisors decided to build a new facility for Woodbury County’s future rather than continually remodeling a facility that could not meet operations and/or needs.

## 8. Questions/ Answers

# **A G E N D A**

## **LEC Expansion Committee**

### **SPECIAL MEETING**

**DATE:**        **Wednesday, February 10<sup>th</sup> , 2016**

**TIME:**        **7:30 a.m.**

**WHERE:**      **Board of Supervisors Meeting Room, Woodbury County  
Courthouse, 1<sup>st</sup> Floor**

**7:30 a.m.**                      **Baker Group Discussion on scoring criteria**

**8:00 – 8:45 a.m.**            **Closed Session {Iowa Code Section 21.5(1)(i)  
CMBA Architects**

**9:15 – 10:00 a.m.**           **Closed Session {Iowa Code Section 21.5(1)(i)  
M+ Architects**

**10:30 – 11:15 a.m.**         **Closed Session {Iowa Code Section 21.5(1)(i)  
RML Architects**

### **ADJOURNMENT**